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# TRANSIENT MANAGEMENT WORKSHOP

August 30, 1984

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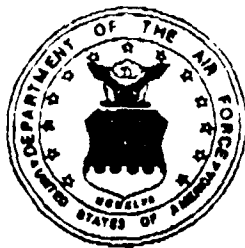
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TRANSIENT MANAGEMENT WORKSHOP

Proceedings Commenced 8:35 a.m.  
August 30, 1984  
Cheyenne, Wyoming

MR. BARTENHAGEN: Good morning everyone. Thank you for coming to the first annual Transient Management Workshop.

This workshop was a product of discussions within the Peacekeeper Working Group, a group of elected officials appointed by the Governor, as well as the Human Services Task Force. There was deep concern from the projections prepared by URS-Berger that there is a potential for a large influx of transients into the Cheyenne area when the Peacekeeper Project gets under way.

The goal of this workshop is to identify interested agencies that could be affected by this influx and try to work out a program to deal with it.

This workshop is sponsored by the Air Force and the Department of Defense. Funds have been provided through the 801 Planning Grant, which is administered by the Peacekeeper Working Group (PWG).

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We will begin today with a panel made up of people from areas in the West that have had experience with this type of situation. I think they have some very interesting things to say about what kind of problems might be expected, what kinds of transient people might come to Cheyenne, and ways that have been used in the past in dealing with the transient problem effectively. Hopefully, we can take what they say and use that to develop guidelines for a plan of action to deal with potential problems.

A second panel will be made up of local people who have dealt with various aspects of the transient problem. A representative from COMEA transient shelter is here today; Gary Maier will represent the Wyoming Division of Community Programs, an agency that funds programs to deal with transient problems; and Lieutenant Roy Pack from the Cheyenne Police Department is here to relate his experiences with transients and how the Police Department deals with the problem.

Our opening speaker will be Don Scrimgeour from URS-Berger. He will give a brief overview of the projections of the number of transients presented in the Environmental Impact Statement (EIS). This will provide an idea of the potential magnitude of the problem.

The afternoon session will be dedicated to round-table discussions between interested parties and the experts we've brought here. If you have any questions specifically related to things going on this morning, feel free to ask them.

Thank you.

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MR. SCRIMGEOUR: I'll devote my time primarily to a discussion of the numbers that were generated for use in the study and try to explain for you how they were derived. The first step in the process was to begin with the work force projection; that is, going back to engineering estimates done by persons responsible for the technical side of the project. Decisions were made about what types of jobs would be likely to attract transients and what jobs would be least likely to attract transients. Calculations were made based on the construction work force estimates, the civilian operations crews, and the indirect jobs made up of the secondary spin-off type jobs.

The numbers in the original forecasts were used as the basis against which transient forecasts were made. Certain jobs like military jobs and highly technical missile engineering positions were not included when estimating the numbers of transients.

I think it's important to make clear at the beginning that there are a number of ways that the term transients can be used. I look forward to the discussions today because I suspect that one of the difficulties is getting at the definitions before you can really talk about facts. It is difficult to arrive at a specific definition for transient.

What we used was primarily the notion of an unsuccessful job seeker, somebody who in fact comes looking for a job, although the number of transients may also include persons that don't come seeking active work but who might be available. Here's where it gets a little gray and we can maybe talk about that a little bit later.

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The people who arrived at these projections reviewed a number of data sources: prior experience at F.E. Warren AFB, regional and national unemployment rates, and the frictional unemployment rate related to other projects.

Frictional unemployment is the kind of thing that happens when you have people coming into an area for a given number of jobs and there are more people looking for jobs than there are jobs available. And there may also be turnover, people moving into jobs, and people moving out of them. That turnover, the people not employed at any given time, is what is considered frictional unemployment. That's a key notion in the way we looked at these estimates.

Essentially, we arrived at an estimate that about 10 percent of of those jobs that I discussed a moment ago would generate transient numbers. In other words, 10 percent of those jobs reflect the number of perceived available jobs. The construction jobs and the civilian operations jobs would be jobs that persons would hear about in other parts of the country. Those are the jobs that they would perceive being open to them. Those are the jobs that they would come to get. The military jobs would not be open to them, and there would be very little chance of persons anticipating an opportunity to take those jobs.

So, 10 percent of those jobs, the construction and so forth that persons would see as being available, is what we took as the basis for our estimate of transient numbers.

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I'll run through those. We took the number of available positions, calculated the number of unsuccessful job seekers for those positions, took half of those, and said that half of those persons would bring families.

We assumed a family size of 3.74, which is a little bit larger than the national average for families, but it is roughly consistent with some earlier forecasts of family size in various construction projects in the West. We used a little bit larger figure so it may be slightly overestimated.

The figures are: 1984 - 69 persons total including family members; in 1985 - 324, which is the peak transient year and once again reflects the kinds of jobs that could or would be most likely to attract transients: 1986, 228; 1987, 262; 1988, 294; 1989, 232; 1990, 156 and in 1991 and forward, zero. The peak year, which once again is 1985, will see 324 total persons or 185 unsuccessful job seekers.

There were a number of other considerations in going through this process that we can discuss if people have questions. After 1987, the figures include some persons who had at one time been employed on the project but perhaps lost that employment, yet stayed on in the area in anticipation of other non-project type employment.

UNIDENTIFIED SPEAKER: Don, are those numbers per day?

MR. SCRIMGEOUR: These numbers represent that on any given day you can expect 324 in that peak year. Now obviously things don't work that way, and so it could be less. It could be more. Most likely it's going to be seasonal. In fact, you can guarantee it will be seasonal.



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In the winter, people don't travel as much. During the summer months, people travel more, whoever they are. What we did at that point then was to say we had to come up with some way of estimating what percent of this total number would be people who would need assistance, and who would be likely to come to the various agencies and request assistance, shelter, food, gas, one thing or another.

We arrived at a 55 percent figure. We said 55 percent of that number of transients is a likely number. It was based on a discussion with a number of people who had experience in these areas, and we arrived at that number for calculation purposes. It was the best we had.

So calculating 55 percent of 324 transients, 170 would be the number of persons that we thought would be likely to need assistance at any given time; who would come to Social Services, come to COMEA, Salvation Army, et cetera.

Ultimately, we estimated that, and this is using the total number of transients, that in a year there could be the total of 65,000 client-nights required. This is the total number of people who need to lay their head down on a pillow in a bed and need shelter over the entire year. Obviously, those things can vary up and down. These are the estimates that we arrived at.

We did not calculate the baseline projection in the transient area because of the number of issues related to that. However, we have been doing some monitoring. Mary Bryngelson has been in charge of most of that, and the experience to date is essentially that there are not a greater number of transients showing up above what would be expected historically.

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In other words, the numbers we see from our monitoring have not exceeded the numbers Laramie County has experienced in the past for whatever reason, whether it was project-related or whether it was some other motivation. That is, people might have come to the area but the levels are roughly similar to what you've experienced in the past.

I think it's important to say that in general the transient issue is a very difficult one to quantify and one of the things that might be best accomplished by the discussion today is the experience other persons have had with quantifying the issue and how they might have struggled with that issue. The ultimate aim of persons in human services is to either deal with the numbers of persons who come to their door or to explain why they can't or don't deal with that population.

In our work, the most difficult thing is to put a finger on people who may be staying in a motel, may be camping out, or may be sleeping in their cars. It's very difficult to pin down those people.

One of the people who has been instrumental in a lot of the discussions we've had has been Ralph McConahy who has had direct experience with transients in a number of ways. One of the things he's told us is that persons may come looking for assistance, but if that assistance is not available, then they're gone. The communications network is very effective and very quick. If there is assistance, persons may show up looking for that assistance very quickly, so the numbers of transients may reflect a lot of other events going on in an area besides just a specific project. In other words, if there is money, if there is shelter, if there is food available, people will come looking

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for it. If there is not, they won't. And it just makes sense when you consider it, but it also makes it a very evasive sort of a thing to put a finger on.

I think that essentially covers most of the ground that I wanted to get at. There are some other things we could say. If you have any questions, I'd be happy to answer those or take them up in the later discussions.

UNIDENTIFIED SPEAKER: Could you give the total number of jobs that are being created? Can we get a feel for the percentage?

MR. SCRIMGEOUR: I don't know if I have that in front of me. I'll dig it up when I sit down, but I can give you a very quick estimate. Based on the 10 percent, and say that in the peak year 1985, there would be about 1,850 jobs of the kind I mentioned before, construction, civilian operations. I'll look those numbers up specifically so don't use that as the final answer.

Yes, for construction, civilian and indirect jobs, around 2,000 in 1985 would be a good estimate. But I'll look that up and give it to you specifically.

UNIDENTIFIED SPEAKER: These transient nights you're talking about, is that for the whole project including other counties and maybe even part of Nebraska? Is that just here in Laramie County?

MR. SCRIMGEOUR: That's here in Cheyenne and Laramie County.

UNIDENTIFIED SPEAKER: So you don't have the figures for Platte and Niobrara counties?

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MR. SCRIMGEOUR: I don't have them in front of me. We did estimate some of these and look at the human service agencies in those counties in terms of the demands that the transients might have on them. We calculated high and low estimates for each of the agencies based on both unmet need and some other estimates that we made for impact situations where there may be a greater demand for various services because of the kinds of problems that arise in a rapid growth situation.

In the case of transients, we didn't calculate a high and a low. We arrived at a number and said if this was the number of persons who came to the area and came to COMEA or came to Salvation Army looking for shelter, what is the capacity of each of those shelters.

If you had 55 percent of 324 persons who came looking for assistance and you loaded them into each of those agencies, over and above the numbers that they're already caring for on an average basis, then what would you arrive at in terms of need. Once you exceeded that need, essentially what we've said is that falls into an area for mitigation. And if you have exceeded that need, then you need to think about how else can you take care of those persons.

We recommended as one mitigation measure, creation of a transient center and some specific physical sites that might be considered. We don't necessarily need to get into that but I thought the only way we were going to solve that problem is to create a center where you do provide the services that people are going to need.

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That raises some further questions that I think are very interesting. If you provide a center, are people going to come out of nowhere once again through the communication network seeking those services simply because they're there. And then how do you manage that. Do you set up strict rules? Do you set a couple of nights limit, as a lot of places have done? I believe even the agencies here have a finite length of time a person can stay.

It does raise a series of other interesting points. If you make a place for transients will they come? You need to think of that. In terms of answering your question, it can be a very sticky issue.

UNIDENTIFIED SPEAKER: Just for synopsis, I'm very sure we have some figures in mind we can all be using here today. In 1985, I did understand it would be 65,000?

MR. SCRIMGEOUR: Yes, that would be if all 324 persons came, and that's the maximum requiring shelter. Basically, that is 365 times the total number of persons. And we used 65,000 as an outside estimate of the total number of person nights that would be required for an entire year. That's not an average on a given night. On a given night it would be 55 percent of 324. That is our best estimate.

UNIDENTIFIED SPEAKER: So 65,000 -- what was it again for 1986?

MR. SCRIMGEOUR: I didn't calculate it but I can when I sit down.

UNIDENTIFIED SPEAKER: Generally you think it would be in that same ball park?

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MR. SCRIMGEOUR: I'd say 140 times 365 would be -- I have to sit down and do that -- 50,000, somewhere in there. Say 40- to 50,000 total person nights.

UNIDENTIFIED SPEAKER: Are there any statistical averages from studies done elsewhere as to the percentage of those people who would be requiring the community to provide a pillow and those who would come looking for a job but if they don't find one have the means to turn around, drive back home? Is there a way of calculating that?

MR. SCRIMGEOUR: Not to my knowledge. We used the 55 percent basis. If anyone has any information on that, we have never seen it. We've covered lots of ground and we're not able to come up with those figures. I would appreciate any empirical information that anybody might be able to volunteer.

UNIDENTIFIED SPEAKER: What are you estimating as the typical length of stay of a transient? In other words, how many days will a transient need services? Do you have any kind of estimates on that at all?

MR. SCRIMGEOUR: We've hashed that around a lot. There are a couple of different ways we've talked about it. It gets into many difficult issues. People were saying that six days to two weeks was an average time for people to cover the ground. This is for a person actually seeking work. Six days to two weeks would give you plenty of time to go to each of the contractors, or seek out other local jobs and without success to move on. So that's the estimate the demographers used.

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Another way they discussed -- once again I'm just throwing this out as a way of thinking about it, and it was not essential to the calculations -- is that people would leave at a rate of about 25 percent. In other words, at any given time if you have a hundred people who either came looking for work and didn't find it or who were once employed and then became unemployed from the project, that they would leave at a rate of about 25 percent per quarter over a period of a year.

I really can't give you any specifics. I would say that six days to two weeks is probably the best guess. Ralph may be about to offer more on that. I don't know.

Any other questions? Okay. We'll talk over more things as we go.

MR. BARTENHAGEN: Thanks, Don.

Laramie County Community College has provided video tape equipment for this workshop and it is going to be videotaped. We also have a court reporter. I'm going to try to edit the proceedings and make them available.

Our first speaker this morning on the case history panel is Marilee Fletcher. She is the Executive Director of the National Council on Alcoholism in Juneau, Alaska. She was in Alaska during the entire time of the construction of the Alaska Pipeline and has lots of experiences with what went on there. She is here to share them with you.

MS. FLETCHER: I was contemplating why I was selected to be the first panelist. I thought perhaps I was a woman and Wyoming's a chivalrous state. And then I thought perhaps it was because I was from

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Alaska and I traveled the farthest and I would be rewarded first for that effort. And then I realized it was probably because the project I'm going to talk about is the biggest project, one of the biggest projects in terms of impact, social and human services wise, in the history of the United States. So, I'm thinking that perhaps it's the latter reason.

I'm going to talk about some things related to anticipated problems in health care as well as in dealing with transients in general, and then a specific focus on what happened in Alaska and some specific issues regarding alcohol use. I also hope to raise some issues that perhaps you have not previously addressed in your planning, but based on our experience, I think you should look at or at least give some consideration to.

One of the things I think we're all aware of is that in growth communities there is an increase in a whole range of social and health problems. We were well aware of that in our planning in the state of Alaska. And looking at some research that's been done in other places, we realized that probably the biggest impact we would have would be in terms of alcohol, alcohol abuse, and other related problems.

The experience in other locations has been that there is an increase in injuries due to violence, and there is an increase in suicide in rapidly growing communities. So those problems are not proportionate to the increase in the population. It's not that adding a person gets you one more problem. There's a geometric increase that occurs.



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I'm not sure how many of you are that familiar with Alaska, but I wanted to put my following remarks in some kind of context. The Trans-Alaska Pipeline is an 800-mile pipeline, which stretches across the entire state, the majority of which had no road access. There was no way to get there. They had to build the road to build the pipeline.

Alaska's about two and a half times the size of Texas with a population that's comparable to Wyoming's. We have some additional demographics that hindered good planning. There are six indigenous native groups and four different language groups. We also have an average age of approximately 26, so we have a younger population that has different sorts of problems than a population that's slightly older.

Alaska attracts risk takers. The majority of people in Alaska either ran there to something or were running from something when they arrived. So we anticipated that the kinds of people we would attract and the population influx we would be having would be probably representative of that. They might either be motivated by greed or desperation and they would probably be a younger population. And they might be more adventuresome, and by their nature, greater risk takers.

We attempted to get a profile of the work force that would be coming into the state. I don't know that we did this very successfully. One thing we were aware of was that of the people hired in the construction phase, a disproportionate number of them would not be local folks. The majority of the anticipated 10,000 construction workers hired in the state would be from out of state.

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We also anticipated that there would be more Alaska residents hired for the ongoing operation of the project, so what we would be dealing with would basically be two groups of people: those who came in during the construction phase from out of state seeking employment and perhaps being successful in that endeavor, and those people who were unsuccessful in seeking employment would migrate out of the state. During the operations phase, there would be another small migration in, but it would be a lot smaller than during the construction phase. That is in fact what happened.

Our question was that since this was a construction project with an anticipated work force of 10,000 people, what do we know about construction workers. We knew that construction workers are less likely to be married than the operations people and that many of the construction workers, although they might be married, would not bring their families.

So what we would have is a significant increase in the population that would be predominantly male and they would be predominantly in their twenties and thirties. That was borne out by the experience.

We did some things in terms of more sophisticated projections on the work force that were similar to some of the things that you have done. We looked at industry projections and some technical models that had been developed elsewhere during construction of similar projects. There was a statewide assessment done, as well as a local community assessment.

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In terms of the Trans-Alaska Pipeline, there were really three communities that would be impacted directly and then numerous other communities that would be impacted indirectly because they were the gateway points into the actual worksites.

We went through a process, not dissimilar to your own, in terms of using a key informant approach and having community meetings and subcommittees within cities, as well as community meetings around the state that culminated in a statewide planning meeting.

There was a lot of group process work done, and given the diversity of the people and their interests, a lot of diversity in terms of what the anticipated problems were and what the projected responses should be. Out of all that, we developed a plan at the state level as well as for Anchorage and Fairbanks at the local level. The plans were very reflective of what the community values were (which were different) as well as what resources were currently available and what the possibilities were for filling some of the perceived gaps in service with federal, state, and industry financial involvement in the project.

We were fortunate that given the magnitude of the project, there was significant interest on the part of the federal government to assist us not only in planning but in the actual provision of funds for some specific services. We were also fortunate that industry got involved after significant dialogue and became interested in participating in planning the solutions to some of the problems that we perceived would occur.

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One of my biases -- and it's my professional bias, it's a field that I work in -- are some of the alcohol-related problems in rapidly growing communities. I did a little looking at some studies that had been done elsewhere in preparation for this and found a couple of interesting things that you may or may not be aware of that came out of the state of Colorado. A study that was done in Craig, Colorado, found that the most traumatic thing in terms of impact on that community was an increase in crimes of violence. There was a 58 percent increase in reported child abuse and a similar increase in the incidence of domestic violence.

Nationwide, we know or we believe anyway, that alcohol is a contributing factor in crimes of violence. We also know that approximately 83 percent of offenders in prisons nationwide report alcohol involvement in the commission of their crimes. It's estimated that 62 percent of robberies have alcohol involved. Fifty percent of rapes; 69 percent of assaults; 86 percent of homicides; 65 percent of child abuse; and 52 percent of domestic violence involve alcohol.

If you increase the population significantly and you increase it by people who are high risk, who have problems with alcohol, you're going to increase those kind of problems in your community. So there is some food for thought there in terms of planning.

Another thing that has been shown is that in boom town situations, there is a significant increase in the sale of alcohol and it is disproportionate to the population increase. It's not that you add one person so you add one more six-pack that's purchased. It increases at a more rapid rate than that.

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The other thing that happens is that there's a shift in the source. The alcohol that's sold in restaurants drops off or stays the same but there's a significant increase in what's purchased in liquor stores and in bars. So given that and in what we know about violence, these are some things to think about.

A bar environment provides less social sanctions. Transients do not have the peer support. Since no food is served there, the impact of the alcohol is going to be greater on the individual and his behavior.

We also know that newcomers to a community, whether they stay there for a significant period of time or only for two weeks, have a disproportionate share of problems and cause disproportionate problems in the communities. But the problems in the community at large in the general population also increase apart from what the newcomers are causing.

One study that was also done in Colorado said that of people seeking treatment and services, there was a shift to a younger age group. Whereas in the past, you might have seen the 30- to 50-year olds. What you're going to get now is the 19- to 30-year olds and that's for alcohol services and many other types of human services available in the community.

Why do alcohol-related problems increase when the population increases? There is no definitive answer on that but there is much speculation. One is something I previously mentioned and that is an increase in sale and consumption, so problems are going to increase. There is an increase in the perception of problems. People are more

tuned into "what are those strangers doing to us," and there is also a diminished capacity to handle problems with informal mechanisms. Transient people don't have social support systems in the same sense that a local resident might have. The informal mechanisms don't exist so those people come to the awareness of the criminal justice system and the law enforcement system sooner than a local resident would be exhibiting the same behavior.

There's an increase in alcohol consumption because of an increase in stressful social circumstances. If you travel 500 miles for a job and can't find one and there aren't any other social alternatives and you're someone who drinks in the first place, you're more than likely going to drink more. The purpose of that alcohol use changes.

Hanging around bars is a good way of getting information about what the job force is like or where to look for a job. In the absence of other alternatives, it's a very reasonable place to find those kinds of things out.

There's also a change in the consequences of excessive drinking. And, that's a law enforcement issue. In the Alaska experience, as I mentioned earlier, we were fortunate in having some federal involvement in terms of money from the National Institute on Alcoholism and Drug Abuse. They were really the only federal agency supportive of the state doing some realistic planning to deal with the impact of all the new people. The alcohol planning piece of it was actually initiated at the federal level. At the time, there were very few local resources and very few people involved in the field. The ones that were involved knew that

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there was going to be a problem, but we were at a loss as to what we were going to do.

So we received some planning money and we also received some service implementation money from the federal government. There were grass roots meetings, conferences in urban centers, and in corridor communities, to assess the impact. All of this then culminated in a statewide conference in which there were approximately 350 people in attendance. Out of this, came, as I mentioned, the state plan as well as the local community plans.

In terms of the state plan, it was decided that there were certain things that we could do. We should encourage people not to come unless they had a job, so we did advertising out of state. We hung up posters in the Seattle Airport, which is the jump-off point to Alaska, saying, "Don't come if you don't have a job. Don't come if you're not a union member," because they were going to be union jobs basically.

We put together directories of the resources available statewide as well as at the local community level in terms of housing, food, employment, schools, churches, et cetera. A complete community resource inventory. We put those in all the visitor centers and in the airports. We wanted people to know before they came or immediately when they got here, where to go for what kind of service. We were trying to decrease the number of people just hanging out or being a drain on inappropriate social service agencies for what their specific problem was. So we got the resource directories out. That was done primarily in Anchorage and Fairbanks, which again, were sort of the gateways to the project.

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The unions did a lot of publicity on their own within their own network in terms of what kind of jobs were going to be available; what kind of skills were going to be required. We had anticipated, as I said, the 10,000 construction workers, but we also anticipated approximately 15,000 jobs that would be service-oriented or supportive to the construction project. So getting the word out to those people was a little more tricky.

We also looked at strengthening all of our central intakes for various kinds of services, developing policies of who was eligible for what instead of making our services open-ended. We knew that we couldn't provide housing to everyone who might want it. We couldn't provide food to everyone who might want it or need it. We couldn't provide alcohol services to all people in crisis. We couldn't provide enough domestic services. We couldn't provide enough services in relation to child abuse.

We would probably be unable to meet all of those needs so the agencies involved looked more specifically at what the requirements were for receiving services from them. It's a little heartless, but there's a real need to develop policies.

We also worked with Alayeska Pipeline Service Company, the consortium that constructed the pipeline, in terms of setting up employee assistance programs so that people identified in the work force who had problems could get help. That would save the Company a great deal of money in the long run in terms of not having to rehire. When you're talking about skilled jobs, it's generally cheaper to get some assistance



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than to hire workers, only then to fire them and rehire someone else in their place and train them for that specific job.

I'm running out of time. To bring it down to a local level, which was where I was going to conclude, I lived in the Anchorage area from 1972 on until about a year ago. And in the Anchorage area prior to the pipeline, there were approximately 70,000 people in the community and there are now approximately 205,000 people. So one thing that happened, obviously, is that plenty of people came looking for jobs and didn't leave. Scores of them got jobs but chose to stay after the jobs ended so that required a whole rethinking in terms of how we delivered services. I mean, that's an incredible impact in about a four year period of time. That's a lot of growth.

One of the steps that Anchorage did first, in terms of priorities, was to set up emergency medical services. We have some climate concerns that are not as real here. We didn't want people freezing to death, or driving off the road and not having ambulance services provided in an expedient way. We didn't want people who slept in parks and campgrounds to suffer from hypothermia and if they did, would have a place to go. We also didn't want drunks on Main Street so we set up emergency medical services vans. These were 24-hour vans that picked up people and screened them and either took them to the hospital, took them to one of a couple of shelters we had for transients, or took them for alcoholism treatment.

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The other step that Anchorage did was to look at their shelter care needs, which is the topic of this workshop. Anchorage chose to place the burden of shelter care on the churches. There was some financial subsidy to that, but it was clear that rigid standards and policies needed to be developed on the part of the shelters. We were very concerned about a subject that was previously mentioned; that is, if getting shelter is going to be easy, you may attract some people to your services that are not the most appropriate for them. Word gets around who has the best food and who has the best mattresses and where you can stay the longest. And we didn't want to do that. Our review of the kind of people we were serving and that we anticipated serving indicated there would be a significant number with alcohol problems. We wanted people to get to the right place, to get a job or to get out if they didn't get one, so we set up our system up so hopefully that would be accomplished.

We also set up a human services referral source as a place where you could go if you didn't know where to go. You could go to the Human Services Center and you could get a directory and you could find out where to go for what. We were interested in moving people through fast.

We also did an education number on the population as a whole in terms of what would probably be happening; what the risks were for increased violence; what you could do to protect yourself; what you should do to protect your property; where not to be at certain times of the day and night; and where the high risk environments were.

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So I guess in summary what I would say is that we focused most specifically on alcohol. Those people who were not even involved in the alcohol field were forced to focus more specifically on alcohol since we had an incredibly high alcohol-related rate of violence anyway prior to the influx of population.

We have looked at how to keep people on the job once they got jobs. We looked at how to disseminate information in as quick a way as possible to newcomers so that they could make a choice, know where to go, know what the options were and get the services as rapidly as possible. We didn't want to clog up the system.

We also had all sorts of strategies that we again utilized during the actual construction phase to keep people employed. I think that's important to think about. I'm a strong proponent of employee assistance programs. These programs save everyone money. The effort that we made saved the pipeline company some undefined amount of money. Given the incredible construction costs of the pipeline anyway, the savings were probably minuscule but we all felt better because we saved some people's lives and got people back in the work force.

My time is up. Thank you.

MR. BARTENHAGEN: If there are any questions, feel free to go ahead.

UNIDENTIFIED SPEAKER: One thing on your planning, when you calculated the number of people you anticipated how accurate were you?

MS. FLETCHER: Well, again it's an issue brought up by the previous speaker. We were fairly accurate in terms of what the actual work force was going to be. We were off in terms of our estimations of how many people would come for those given jobs. The technology doesn't exist to predict that very accurately.

We have a different sort of situation because of transportation and the actual cost of getting there. We didn't expect to get some people that you will get because they couldn't drive to Alaska. You can drive to Alaska but you've got to make a two-week investment in time to do that, so we projected those numbers fairly low. And we were off. We had a beautiful summer that year. We got a multitude of people. We got many more people than we anticipated, but we've have plenty of campgrounds, and plenty of other alternatives in terms of housing available to us.

Given the massive public information media campaign that we tried to do, we tried to dissuade people from coming in the first place and to leave if they were unsuccessful relatively quickly because we didn't have the system to support them.

UNIDENTIFIED SPEAKER: Marilee, in a couple of words, would you say that your pre-planning and the mechanisms that you put in place to try to deal with this were relatively successful, or is there a way you can assess that?

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MS. FLETCHER: Yes and no. I think they were relatively successful in some areas. But we're talking about dealing with 20,000 new people impacting approximately 20 different communities. So at the community level, it varied.

Fairbanks had anticipated that they would be getting the white-collar families, and of course that's not what they got. What they got were all the blue-collar construction workers. They had planned in their budget to build more grade schools, which they built, but which they didn't need, so they were off.

At the local level there's a resistance to planning. I don't know the extent to which that's true here, but that's quite true in Alaska. We're more into Band-aid™ approaches to emergencies. I think to the extent that communities had the resources and the time and the values to plan they did well. Anchorage did quite well with it. Fairbanks didn't do so well.

UNIDENTIFIED SPEAKER: So you're suggesting then the things were better off than they would have been had you not done . . . .

MS. FLETCHER: Oh, definitely. I don't think there's any question about that. There were little kinks, but by and large, if we'd just allowed it to happen, we would have had incredibly more serious problems than we did and we did have some serious problems.

UNIDENTIFIED SPEAKER: Just based on your experience, if you were to take two or three of the most significant issues that came out of the whole experience, what would be a couple of the more important points you found in your planning process that really helped. I'm sure that several things did help.

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MS. FLETCHER: Well, it was very important to have the professional community involved and by that I mean the health care professionals. What I'm speaking to you today about are more health care concerns than employment concerns and having the involvement of the health care-related professionals was the real key. They have the expertise, the more specific kinds of expertise. That was real helpful.

We had some political issues. It was very important for us to involve all of the native groups. They had a lot of economic concerns about the pipeline and whether there was going to be local hire, whether they were going to get training, and whether they were going to get ripped off. It was very important to involve them in the planning. They had a different kind of perspective than the health care professionals did.

We were fortunate in that we were able to have some planning assistance from the federal level, from the state level, as well as the local community level and industry itself. Industry has a responsibility in this. That's off the top of my head, but I think those were important things.

UNIDENTIFIED SPEAKER: This may be difficult to answer, but how successful do you feel your posters and newspaper campaign were as far as, "Don't come if you don't have a job?"

MS. FLETCHER: Well, I heard about it everywhere else, everywhere I went. I'm not real sure. It's very hard to estimate the impact of something like that. As in the MX missile, we had a profusion of publicity, which we had no control over, saying there's going to be

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thousands of jobs and that kind of thing. We had to do something to offset that. How successful that was, I'm not sure.

Another thing, we made an effort together with the national media and the state media to get them to give a balanced viewpoint. "There are this many jobs. That sounds great, but do you have these kind of skills? If you don't, you're not going to get the job."

UNIDENTIFIED SPEAKER: It was probably a difficult question to answer, but it's been my experience that in situations like this, with the publicity we've received, that there are jobs, that there are good paying jobs -- whatever it is -- that desperate people don't think rationally.

MS. FLETCHER: Right.

UNIDENTIFIED SPEAKER: I remember that particular time when the pipeline was going in. I was in college. Great big bucks in Alaska. Let's go. For one reason or another I didn't get there, but I recall reading some of those ads that were trying to keep us out. I thought they were trying to keep the jobs to themselves. To me, that wasn't necessarily a deterrent.

MS. FLETCHER: The majority of the jobs, except for the support service jobs, were union jobs. And you know the union has its own network for getting information around. The pipe welders came from Oklahoma, a specific union in Oklahoma.

For the successfully employed, they knew, they came, they got the job. To the rest of the people, we were trying to get the message across that there are semi-skilled jobs here, but you've probably got to know somebody to get one.

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UNIDENTIFIED SPEAKER: But the guy who hasn't worked for a year and a half and is about ready to get thrown out of his apartment and is three or four payments behind on his car, he doesn't think rationally. He just thinks there are jobs. "I'm going." "Let's pack up the 'Okiemobile' and go."

MS. FLETCHER: Yes.

MR. BARTENHAGEN: Well, I hate to cut this short but we need to move along. Marilee will be here this afternoon.

MS. FLETCHER: Thank you.

MR. BARTENHAGEN: Thank you. Our next speaker will be Roger Ludwig from Glenwood Springs, Colorado. He's the Director of Human Services Planning for Garfield County, Colorado. He was there through the oil shale boom and he's still there. I know he has lots of things that he can tell us about how they handled the transient problem.

MR. LUDWIG: Thank you, Steve. In the spring and summer of 1981, you could buy them at O'Leary's Bar in Parachute, they were bumper stickers in green and white. Seventy-five cents I think they cost, and they said, they were on bumpers all over the county, "Jesus is coming to Parachute and he's looking for work." That's the way we all felt at the time. Everybody seemed to be coming to Parachute in 1981.

You remember that it was probably the bottom of the recession for the eastern part of the United States; Parachute seemed to be the Mecca, the big project that was going to provide them jobs. During that summer, our social service director and zoning enforcement officer, who was a former policeman from Denver that the county hired to deal with transients, went out and did a survey at the request of Governor Lamm.



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First, they did an aerial reconnaissance. They flew over the terrain to see people who were camped, where they were nesting, what gulleys and nooks and crannies held cars and trucks and tents and plastic bags used for tents and anything imaginable to hold people. The next day they split into two groups, covered different parts of the county to talk with these people to find out One, how many did we have out there? Two, where did they come from?; Three, what did they need? What was going on?.

As a result of this survey, they estimated there were some 150 to 200 collections of people, and in that were somewhere between 350 and 450 individuals spread out all over every imaginable place that people could be holed away.

The County Commissioners, Sheriff's officers, and the City Police Department had been getting a number of complaints about these people. Some of the more serious ones were that they killed my cattle and they ate them up, you know, over the camp fire.

I took a tour with this particular zoning officer and we drove up to one abandoned campsite, and there were bones. I mean they weren't human. They were Hereford and they had provided dinner for how many people?

Women had called in saying, "They broke into my storm shelter or my . . . , " What's the word? ". . . my canning storeroom and they took all my Ball jars full of tomatoes and they ate them." There were several calls like that.

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It was quite a concern. At that point, we did quite a number of things. But before we get into what we did and what I might recommend for you to do, I'd like to talk about who these transients were. They were very different groups of people with different needs and different outlooks and the situation was unique for each group.

Let me write these down. The first group is a group that you were referring to, you called them "Okies." These are people who are from the Midwest or who came from the East. These are people who are generally family people. They're people like you and I. They're making a decision that may be rational and may be not rational, but this guy has worked on an assembly line in Detroit for 20 years. Detroit laid him off as part of the re-industrialization process. His particular skills as a machinist or a line worker are not in demand anywhere in the United States, at least in 1981. He'd been on unemployment for six months with one, three-month extension, another three-month extension, and then the extensions were over. Welfare was beneath his dignity, perhaps, or not enough to support him, and so he and his family said, "We have \$250 and we're either going to pay next month's rent and that's going to be it or we're going to load everybody in the Ford Galaxy and we are going to wherever it might be."

And so they load their kids and family, the dog and half their belongings, and they hit the road. When they arrive, they have about \$20 left and they expect, or at least hope, to find work. Perhaps it wasn't a wise decision, but what else would anyone do in the kind of circumstances some of those people were faced with? So, they have come

out here looking for work. They're family people. Some of them may not have their families with them. Their plan is to find work first, get established, and bring the family out later. So they sort of fit in two groups.

Another group of people that will be coming out are what we would call the "boom followers." You may be having some of these people now. I'm not sure. These are crafts people who live a certain American life-style, which is to follow big projects. These were the people who were building the power plant in Wheatland and when that started to phase down, they moved to Delta, Utah. And if they got tired of Delta, Utah, they may have to go to the pipeline. They may have worked in Venezuela. They may have gone to Saudi Arabia. They work on big dams. They work on construction projects in the megamillions. They build nuclear reactors, coal-fired generating plants, oil-shale facilities, large projects.

That's in their blood. That's their lifestyle. That's what they like and that's what they choose. And when they're working, they make \$15 - \$20 an hour. They work 10-hour days. They work 7 days a week. And they sock it away and when they have a run-in with the boss or they're tired of Parachute, Colorado, or Wheatland, they listen to the rumors, "Where's the next big project? Where can we go?" They talk to the large contractors, to Daniels or Brown and Root or Bechtel and say, "Where are you building next?" And they pack up their RV's or their pickup truck with their camper or car, perhaps with a jeep in tow, and they head out there. And they spend their time getting their contacts, looking to find out what's available, how can they get on.

They probably run into many old acquaintances from people they worked with on projects from years ago, and maybe they get on there or maybe they go onto some other place. They tend to work six- to eight-months a year. The other four months they spend using their savings traveling, looking for other jobs or doing some kind of vacationing, whatever they would want to do.

They're professionals in this business. That's their style. It was a little hard for me to relate to because it's not my life-style. It's probably not the life-style of anyone here. You know, why would people like this kind of travel? Well, it's just in their blood. That's their profession. They're risk takers as Marilee said, and that's what they like to do. Then there's a third group that you have and that every community in the United States has now, and this group of people is growing in numbers. It's including more younger people than it had in the past, and these would be people that we might call chronic transients. This is the life-style for them. But the life-style isn't going to big projects. The life-style is just being transient. It harkens back to the hobo image, and many of these people would think of themselves as hobos. We think of them perhaps as bums, and there's a wide diversity among them.

Many of them are the chronic mentally ill. One reason that there is a growing number of these people in communities all over has been the changing federal policy of de-institutionalizing the mentally ill. We released them from hospitals in the fifties, sixties, and early seventies. We said they were going to be treated in the community.

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Neither the services nor the money was ever provided to the community. There were no funds provided for halfway houses. The thought was that the miracle drugs, Thorazine and psychotropic drugs, were going to solve their problems so we didn't need to have them in hospitals any longer.

Unfortunately, we found out that the drugs didn't solve all their problems. Without supervision, they wouldn't take the medicine regularly. Perhaps because of the drugs' side effects or because of the mental instability that was part of their illness, or for whatever reason, they weren't getting the treatment needed.

They are people who do not have the capacity to work, to hold onto a job, to plan out their life. There are others in this group who are not necessarily mentally ill, but due to hard times or due to whatever circumstance, that's the life-style they've chosen. They're coming through on I-80 probably every day. They may spend a summer in Cheyenne.

Some of them may be relatively permanent residents like any community has their share of. We have them in Glenwood Springs. We have the "cavemen." They live in the caves. We have the "culvert crew." They're a sub-level. They live in the culverts underneath the railroad tracks and they're familiar faces in downtown Glenwood. You probably have some of these familiar faces in Cheyenne as well.

Now what's going to happen when you grow?

What's going to happen to you? Well, the chronic transients maybe won't even increase in number. These are people who aren't necessarily looking for the big job, although they're always looking for

work. That's part of the life-style, not working-only looking for work. Part of that life-style is spot jobs in what we call day labor. Well, they'll go to Job Service. At least in our communities, employers will call in when they need a van unloaded. We need a guy for two days to paint this or do that. They'll go to work for a day or two. They get their pay in cash at the end of the day. They're probably not there the next day or they may show up two days later when the money runs out. Probably many of these people are in shelters you have now in Cheyenne.

The obvious question, how many of each of these are you going to have. Well, you know this probably depends more on the economy in the eastern part of the United States than it does on anything that happens here. Now we're pulling out of a recession on the other side of the Mississippi. They tell us we're pulling out. I haven't been over there. I haven't seen it. I know we're not pulling out of the recession where I live. So I don't know how many of these you're going to get.

What about the boom followers? You'll probably get quite a few because there is a scarcity of large projects taking place in the United States. Large construction projects are down. You know, there's a few more plants but there's not much activity for those particular craftsmen right now in the country.

What do those people need? Their needs are somewhat different. The obvious need when you see a group of people sleeping in their car or laid out with sleeping bags out on the prairie somewhere is what they need by way of food, clothing, shelter, money, or gasoline to get to the next town. They may need public health services, which are quite a

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concern, and I hope to get into that either now or this afternoon. They may need services to protect their children from neglect, the kind of things that first come to mind. But I'd say that that's not the primary bunch of needs, that the reason they need those things is likely because they lacked one other thing, and the thing that they perhaps need the most is information.

The Okies moving into town, the boom followers, they are coming in looking for work. They have a limited supply of money. As the days go by and the clock ticks past, their money keeps dwindling and dwindling.

Meanwhile, they're scrounging through town, sitting in the bars, going to job sites, trying to get information about who is hiring; where are they hiring; what are they hiring; what are the working conditions; what's the pay; what's the reality about this employment prospect.

It may take them a long time to find this information. They may find it relatively quickly. How do you apply for these jobs. I remember one day being out with one group of transients camped out in an area talking with these people, and they had some real strange misconceptions about how you find work. They didn't realize that you don't just go to the personnel office and fill out an application and expect them to find you, you know, in Harriburg Gulley somewhere 20 miles up from the road. They're not going to come out and get you. The reality in finding a job in an oil shale project was to be at the gate at six o'clock in the morning. When that gate opened towards 6:45 or 7 and the foreman came through and he looked at what he needed to do that day and if he needed

heavy equipment operators and they were standing there, they were the ones who got the job.

And people who work in assembly lines in St. Louis don't know that system. They don't know how to find a job in that world. So they need information.

There's a real pathetic side to some of this in that these people, particularly the Okies, do not have the skills that are going to be necessary to build the missile project. They don't know how to drive heavy equipment. They don't know how to build forms. They don't know how to pour concrete. They don't know how to build roads. These are people who are machinists. These are people who spent their lives building and bending sheet metal for ventilating equipment, for one particular kind of factory. These may be coal miners coming from the East.

They need, what I would call, some reality therapy mixed with a little shock therapy, which says this is what they need. "What do you have?" "Well, I don't know how to do any of these things." "Then why are you here? It's time to move or it's time to get training."

If you decide you want to bring these people into your community, then find the way to train them, to give them the skills because especially in the first category, they're just ordinary folks like you and I falling on hard times.

The boom followers, they need information. The faster they get it, the faster they'll be employed and working and not a problem for your community or the faster they'll decide this job isn't for them and they can leave. They'll get on their way.



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How many transients are you going to get? Well, I'd go so far as to say you don't know. And I'd go so far as to say you can't know, with all regard to Don, and I think in some ways he would agree with me. You don't know how many people you're going to get because the number of people you're going to get are dependent on the economy in the eastern half or all around the United States.

Anybody here know what the economy of the United States is going to be like in 1985? If you do, I'd like to talk with you afterward and we'll invest some money together somewhere, because nobody knows what the economy is going to be in 1985 or in 1986.

Another matter that's going to drastically affect the number of transients you have is how the subcontractors that are working for the Air Force recruit help. We had one large contractor advertise saying in newspapers across the eastern part of the United States, major circulation newspapers, "Workers wanted in Parachute, Colorado. Come there and apply."

I firmly believe that those ads (interestingly enough, the company denied ever doing them) were read by these guys in the camps because they had them clipped out in their wallets, wrinkled after riding in the cars for hundreds of miles, I believe that those ads doubled the number of transients that we had.

I think one of the most important things you can do is to contact the people who recruited with those subcontractors and simply do not allow them to advertise. Advertising served the Parachute contractors' best interests. Someone had a contract that said you've got

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to build so many roads this summer, and he looked at Parachute, Colorado, and he said where am I going to get enough workers, and in a moment of panic he advertised widely.

He had workers to choose from up to the skies. He had workers who were willing to work for lower wages because there was competition for those jobs. So it did serve the needs of that subcontractor to have 350 people camped all over Garfield County. You need to make sure that your subcontractors do not advertise that way.

Another issue that's going to affect how many transients you have is the general media attention that is focused on the project. There is no way to control that whatsoever. With all the media attention on the MX Project, attention is focused in your direction. What's interesting, though, to me is that I have rarely seen or heard said just who is going to employ this many people. The media attention has been on national policy issues: Is this the defense system we want? What are the alternatives? What are they wrangling about in Congress?

At least, to my mind at this point, the large papers in the larger cities of the country haven't carried it in terms of jobs, but they could. If this occurs, you're likely to see many more transients.

The third matter I want to bring out and say fairly strongly, and this particularly relates to the last group, the chronic transients who live a transient life-style by choice so to speak, is that the more transient services you provide, the more transients you will have. That's speculation but there's some bottom line facts to that.

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There's a network among transients that talks about the shelters throughout the country. As they gather at the cloverleafs or as they talk along the railroad lines, they talk about--you know when you go on vacation you talk with your friends and you say, "Oh, you should go to Mazatlan. They have the nicest places or you should go . . . ."

Well, they say "Oh, you should go to Grand Junction because the Salvation Army shelter there is really swell." This is a life-style that exists in this country, and that's what they're going to talk about.

So they might use a rating system. There's The Mobil Handbook of Shelters, five stars, four stars, three stars, two star shelters. They make a living going to these facilities. They're likely to spend winters in large cities. Denver just swells with them in the wintertime. I understand you sent them all there.

They also go to cities in the south in the wintertime. This is a new experience for Houston and Phoenix. They've just never seen these people before.

In the summertime, they get tired of it. I know, because every spring in Glenwood Springs, Rifle, communities that I live and work in, the transients just speed out of Denver and Salt Lake City as soon as there is some fresh spring air and spend some time with us before they travel on to somewhere else. So they're looking for shelters that provide them with the comforts that they need.

It's a difficult fact of life, but the more transient services you provide, the more transients you're going to have. I think one example of this relates to the pride we have in ourselves for the many

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years of providing quality services for our senior citizens. We have several senior housing projects and health care facilities and really did a nice job looking after our older folks. So here they come from North Carolina. Parachute's a nice place to live. Let's get Mom and Dad out here. Mom and Dad come out. They're 60, 70 years old. Mom and Dad are put in our nursing homes and the kids leave, and we have, because of those services, collected people.

We never did build any transient shelters. We now have a very small one. We never did build any camps where the people could go. We didn't do those things for some reasons.

One is if we built camps, we were going to have more public health concerns than we already did. In the fall of 1981, we had a chicken pox epidemic run through one of the schools. It was fairly serious. With these three categories of people living in different areas of the country and moving from area to area, immunizations were often neglected or completely ignored. Many of these kids just had never gotten their shots. And so they collected with other kids who also had not gotten their shots and because of the wide variety of places they lived, brought with them communicable diseases normally controlled through an immunization program.

As long as we kept the people relatively separated in small groups, we didn't have that widespread, rampant communicable disease problem. It only hit when we collected them in first, second, third, and fourth grades when they pulled together in the schools. So that's a factor.

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Concerning sanitation, as long as the people are relatively spread out, some kind of pit outhouse is probably acceptable for a short period of time. But when you bring them together, you've got water and sewer problems to solve.

We were also concerned about the crime that could occur if we brought a lot of them together. As long as they stayed separate, the arguments remained relatively isolated and you didn't get any major friction taking place among the groups. So, it was our policy at that time to move them off of private land and recommend some areas that were acceptable for them to camp in.

One of the things I thought very important was providing some field workers from the Public Health Office to go out and visit the camps. Field visits were somewhat risky for them and many field workers were very nervous about doing it. However, the worker's visits were important as it gave them the opportunity to check the health of the children who were there and to make sure they were fed and not ill.

It is unfortunate that some of these kids were picked up by our Department of Social Services because of neglect concerns. Some of those children are still in the Garfield County Foster Care System four years later. We don't know where their parents are and those children are costing the county and taxpayers in our area a considerable amount of money and court time trying to locate their parents and trying to arrange hearings. That's one of the after effects.

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What would I say as far as a quick recommendation to you? Because you don't know how many transients you're going to have, I would recommend that you keep some kind of flexible action plan waiting in the wings. As a second step, form a human services committee consisting of all the agencies that will communicate regularly. The committee should be aware of what each other is doing, what is going on so they can react quickly as a unit, and for them to be able to act in a concerted, relatively cooperative way with each other.

There's always going to be a little friction which leads to competition that gives us motivation as humans. I don't believe you would ever solve all of the issues. Some of them might have some beneficial properties, but at least have human service agencies that know each other, talk to each other, and the directors meeting regularly and discussing policies concerning who they are serving.

The third step would be that you've got information channels feeding in saying what's going on. This is where police are very important because they are the most likely group to know first hand what's starting to happen.

Job Service is very important because the people are going to the employment office. I mean, the employment office is likely to gather nearly everyone who is coming in for at least a few minutes. So, if Job Service is talking to the shelters and social services, you know what's going to happen next.

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They'll hit Job Service first. They'll hit the highways and the law enforcement officers will see them. Then that news has to get to the Public Health Service. Nurses who spend all their time in the office may not even know what's going on out there. They need to get to Social Services so that as these people's unemployment benefits run out, Social Services can be prepared to take them.

So you need to have information coming in, information from your subcontractors saying, "We are going to hire so many workers at such and such a time."

The fourth step is to have funding readily available to meet the needs that are identified. One of my test points related human services is how many human services can be activated within a 30- to 60-day notice. It takes two years to build a grade school. It takes probably three years to build a hospital, but a human services program can be put on line and operational between 30 - 60 days if you're ready, and if the money is there. Yet, the money is also available without a bunch of red tape so the services will be put on line as the problem emerges.

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Let me stop there and take just a few questions and then of course, I'll be here the rest of the day, too.

UNIDENTIFIED SPEAKER: I work in a hospital here. I wonder how these three groups impacted on your hospital.

MR. LUDWIG: Terribly. The reason they impacted us so badly was that they didn't pay their bills. The second reason was they didn't have private physicians so if they had a cold, they went to the emergency room. The emergency room took them in, and they ran up bills of \$60, \$100, to \$120 to treat a cold and then they didn't pay the bill.

I think it was a very serious problem and actually the State had to bail out one of our hospitals and another one up north because of the huge numbers of uncollectable accounts. This was worse in our case because the next bumper sticker said, "Jesus came to Parachute but Exxon laid him off."

On one day, May 2, over 2,000 people were laid off without expecting it. The following week or two, over 3,000 people were let go. Various small work forces of 800-1,000 continued. Within a week, 2,000-3,000 people left Garfield County. When they left, they didn't leave forwarding addresses. Since they didn't leave permission slips with their former companies, forwarding addresses could not be provided.



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This was a problem that could have been solved.

They just needed to sign a waiver with the hospital that said, "You can contact my company and get my forwarding address." When the company provided it, you could then bill them in Hoboken, New Jersey, and cross your fingers, and hope for a little bit of money.

I think there has got to be a better way to deal with delinquent hospital bills, patient billing addresses, and using the emergency room for routine medical/health care illnesses. There is no reason the hospital emergency room should take calls that would best be handled by a doctor in private practice (in their office), and people need to know where and how they can get private doctors.

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Some boom communities' emergency rooms have decided to charge a certain fee, up front, before treatment. You cannot get treatment unless you pay the first 50 bucks (\$50). Our hospital in Rifle now does that as a result of being stuck with so many unpaid bills.

We did have trouble recruiting physicians as well. I'm sure getting physicians into Cheyenne is much easier than getting physicians into Rifle. Rifle is not the kind of community the physicians tend to choose.

Next question?

UNIDENTIFIED SPEAKER: I'm a good transient from Ohio who has been in Wyoming about two weeks. First of all, I want you to know that I appreciate your feelings. I agree that the more services you provide, the more transients you'll get. It's true in Ohio, too. Same thing's happening there.

My question is, since I'm from Ohio, I know there are a great many people already mobilized to come out here. The word has gotten out. My father is in Youngstown, which is basically steel, and their economy has not improved. Many, many men, they're already talking about "I can't wait for the Peacekeeper because I'm moving." I mean it's going through the union and everywhere.

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I'm wondering how to deal with the issues. These are men with families and kids who want to be contributors to a community. How do we deal with retraining? How do you feel about the training issue versus getting them out of here issue?

MR. LUDWIG: Retraining is a national problem. You, as Cheyenne residents, are faced with the question of how much of this national problem do you want to try to solve. It's a structural problem in the economy where jobs that people were trained for are no longer needed.

You have certain resources that help with retraining. The Job Training Partnership Act (JTPA) Program provides a portion of the money for retraining. There are special funds you can get under the JTPA Program called Displaced Workers funds. These funds could be for displaced workers arriving in your community from other areas. Then, you have a decision to make regarding how much of these resources (funds) you want to spend on the newcomers. How much of it do you want to spend on the old timers, who may be skilled in agricultural fields that are declining here in Cheyenne, but who you would like to see stay in the community and work on the Peacekeeper Project?

You have some policy decisions to make regarding how to spend this money that you've got on retraining. It's a very difficult issue. You obviously are not going to have the funds to retrain everybody that comes through by any means. The federal programs aren't that generous.

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Same kind of decisions go for the transient mentally ill. It's a national problem. I'm sure you've got some chronic mentally ill here that you may want.

You have some chronic mentally ill that are Cheyenne long-term residents, and maybe you want to provide halfway houses for them. But what do you want to do with the "chronics" that are coming through on the freeway? How many of those do you really expect to serve?

Maybe some kind of caseworker is necessary when you take these people. After they're calmed down, talk to them: "Where are your relatives, where are your families?" Spend a phone call contacting them up in Denver or St. Louis or wherever they are. See if they're willing to take the people back. See if they're willing to forward or wire money for a bus ticket and send these people back to their families.

I'm sure their families might be willing to take about half of them back. The other half of them, I'm sure, the families have given up on many years ago because their problems are so difficult. But some of these things are national issues that are going to be affecting you in this transient area. Displaced workers is one and the chronic mentally ill is another.

You have to decide how to use your resources. Who are you going to target. Who gets the services and who doesn't.

UNIDENTIFIED SPEAKER: You mentioned it appears that there's a large share of helping out from the community funding-wise. Is there going to be more money coming into the community as a result? How does that compare? What was your experience with that?

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MR. LUDWIG: Well, in the long run, now some three years after the boom, if we sit down with all of our elected officials in the six communities and say, "Is life better now or worse?" There's no question they would all say that it's better. We have our communities. Some of them are very small but they now have paved roads. They have new schools. They have sewers. They have streets.

When I look at the boom that's facing Cheyenne, with the limited information I've got, and I know these are very rough numbers, you've got a city of about 50,000. You're expecting maybe 5,000-6,000 total new residents over a 2- or 3-year period. That's a very nice growth rate that will prove valuable for the local economy, and it's not a size that will be dismembering to the neighborhood.

I think that one of the things you've all got to keep in mind is that our communities were very small and very isolated to begin with, with no services. Parachute, for example, had a population of 600. It was projected to go to 65,000 in 15 years. That's disabling growth because you didn't have any of what they call "infrastructure" to start with. There's no schools. There's no water. There's no social system. There's no movies. There's no golf courses. There's no putt-putt. There's no bowling alley. There's O'Leary's Bar and Café and a gas station, and that's what's going to get the people.

In Cheyenne, you have some infrastructure; social activities; culture; and with all these things taking place, you're adding 10 percent of the population over the course of 1 to 2 years. Many communities across the country would die to get that kind of growth since there's going to be a multitude of positive benefits.

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UNIDENTIFIED SPEAKER: I guess I need to thank you. Your talk was real interesting. I am still interested in whether there will be money coming into the town as a result of new people spending money, and how did that help in your area to counteract some of the cost?

There seems to be an numerous costs that the town or city and county is going to have to endure.

MR. LUDWIG: Let me talk about that quickly. We benefited further because we had energy impact assistance funds. I believe you will have some kind of impact assistance funds available through this project from the federal government. We also required energy companies to pay up-front for some of the impact they were going to cause. So we had a pool of funds to help take care of some of the impacts expected.

We created a Human Services Block Grant, none of which used local tax dollars. The fund pot was a combination of state funds and energy company dollars. We used that pot on a discretionary basis to meet human service needs.

Human services costs are very minimal. Now, what's a new school cost? I don't know, \$2, \$3, \$4 million? A new jail's going to be at least \$2 million. What's an Outreach Information Center that employs three full-time people, maybe one that has daily contact with the employers, others that are going out in the field and concerned with public health issues or whatever? You've got a staff of three or four people with benefits costing between \$20,000-\$25,000 a year, so you're talking about \$100,000 for a year.

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This may seem like a lot of money, and yet, what is it . . . how much does it cost for you to build a mile of road? Well, it costs more than \$100,000 to build 1 mile of fairly wide, well-paved blacktop. So, the costs are relatively low compared to dealing with the transient issue.

If you do choose to go with larger shelters, you may have to rehab some buildings or build some new buildings, and there is going to be some additional cost there.

Many of your decisions are going to be policy matters with no additional cost. If you can move this chronic transient out after eight hours in your shelter rather than keeping him three days and sending him on the same highway, you've reduced the size of your shelter by a third. Did you follow that?

I'm a chronic hobo. I like to live the life of the rails, and I pride myself on it. I have talked to my friends, and they tell me that Cheyenne's a three-star shelter. Since I know nothing about your shelters, that's part of my little bit of humor. So I show up and they're going to keep me for a limited period of time. I know in Grand Junction the shelter will keep me for four days. So I'm going to stay four days. They're going to boot me out and I'm going to head on down the road.

What good did the shelter do me? It gave me meals in my emaciated condition. Why not give him one meal and send him down the road? What is the benefit of four days in a shelter? Very questionable.

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If you have policies that properly screen people coming in, keep the right ones, and do some kind of reality therapy telling the rest of them, "What you want ain't here and it's that way wherever . . . ," or "It doesn't exist and we're not going to keep you here." The policy issues that you decide on can actually have a large impact on the amount of dollars necessary to support the needs of the people coming in.

I had better sit down so we can get on with the next speaker. I look forward to talking with you more in the afternoon.

MR. BARTENHAGEN: Thank you, Roger.

Our next speaker will be Rick Moody who is employed by the Central Utah Mental Health Center. That area of Utah is presently being impacted by the construction of the Intermountain Power Project, a very large coal/electric generating plant. They have taken some very strong measures to deal with a significant transient problem that they have experienced there. I think Rick has some things that will be helpful to our process here.

MR. MOODY: Actually, I'm a representative from Utah to tell you that we appreciate your building a good transient shelter. We'll send our people north now instead of south. I used to feel guilty about that until I talked to people in Las Vegas and found out they were sending them north to us anyway. Our sending them south didn't matter, so I feel very comfortable now in doing that.

Actually coming here, where they're going to build some of the MX, is good for me because we started our impact planning for the MX system that was going to be built down there in the race track system.



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We were so overwhelmed with what we saw in that system, locating in our small area, that we just panicked because they were talking figures like those discussed in Rifle, Colorado, going from 600 to 65,000. We were looking at our small community having the same kind of growth, and as can be easily stated here, that frightens you if you're a human services provider knowing that you have limited services and limited opportunity to handle this tremendous influx.

With rumors from that project flying about, we started to have the transient problem almost immediately, just as you do here. So, we found out very rapidly we had to make some decisions about what we were going to do.

Fortunately, for us at least, those impacts did not happen since the MX system is being hidden down here instead. The Intermountain Power Project shifted from being built in what they call the salt wash down in southern Utah up to the Lindel alternative site.

We didn't realize the massiveness of that project. You can think about a project that now employs over 4,000 workers on site as kind of an annoyance, and that's the relative scope that we're looking at in comparison to the original MX System.

But this Intermountain Power Project continued to develop and continued to grow to the point where we said, "Okay, that's our major project," and we were looking at the project realistically. "Now what are we going to do about all of this?"

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We were fortunate with the Intermountain Power Project because there had been several big projects in the West in the recent past, so we started reading all the material we could get on the Alaskan Pipeline and on Rifle, Colorado. We read things that Dr. Tom Bougsty and Bob Wise had written. Other people had done reports and planning in other areas of our state. We visited Wheatland, Wyoming. In coming up here, we visited Rock Springs. We visited Evanston, Wyoming. We visited various communities in Colorado. We went at the expense of the project and that's why I'm saying we were fortunate in that they were willing to say, "All right, we really are going to have a significant impact in this community. We're willing to do something about it."

I'm saying this attitude was important because it's one of the few impact industries who have said, "We really are going to impact you." Now that didn't come about all of a sudden. They didn't want to do that. But we did start doing some lobbying. It began initially with the MX Project. We started to lobby with our legislatures and with our county commissioners and we started to work with people who had the power to make some movement in the system, to change some of the laws, which they fortunately did.

We said, "Okay, if there's going to be a big project, we're going to make sure there's money available from that project for impact planning and impact mitigation." And the legislators did pass a law that says companies have to provide some impact funding.

From all of the places that we visited, we decided that the one thing that's important for us to do is to determine exactly what's going to happen (to the best of our knowledge) where the facilities are going to be, who is going to be involved in the impacting situation, and what we're going to do about it. From the studies we had, we decided that the best way to handle any kind of impact was through prevention. Let's set something in place that says we are going to prevent as much as we can before it really impacts us.

Now this was all theory because nobody had ever really done that. But we said, "Okay, we're willing to try." We spent plenty of time convincing the project that maybe it would work. They said "Okay, go ahead. Try it. See if it will work."

At this point we're halfway into the project. As far as we're concerned, it's working. This may be because we've had some other things happen that have reduced some of the transient population, which in turn, reduced some of the problems we thought we would initially have.

At the same time, the project started to generate impacts. Geneva Steel, north of us by 100 miles, couldn't sell as much iron as they thought they were going to, so they shut down a large percentage of their plant. Their former employees said, "Well, we're close enough to the power project that we don't want to move, we'll just commute." At the same time, Kennicott Copper started to shut down their massive facility in South Salt Lake. These people said, "We don't want to move either. We'll commute," and so that's what they're doing today.

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With 4,000 people on site, I think better than half commute. On Monday mornings particularly, I happen to live on the main road in the small town, there are massive amounts of people going to the project who live on site at a mancamp of about 1,200 workers. They stay there during the week and they go home on the weekends.

This has helped alleviate some of the problems that we initially thought we would have, but we still had an abundance of growth in the Delta area itself. It has grown from a population of about 3,000, to a population of about 6,000-8,000, I suppose.

The whole tenor of life has changed. The community is totally different now than before. That, fortunately, will not be the problem you'll have here. I think your growth will be a little better, as Roger pointed out.

The initial planning that we did showed us that it was important to involve anybody who was going to be affected, so we formed what we called the Millard Intergovernmental Cooperative Alliance. We had representatives from all the small communities within the county. This group then decided that it needed representatives from the various impacted facilities and services in the area.

So we formed a group of individuals and local professionals called the Technical Services Committee. This particular committee dealt with power, telephone, law enforcement, et cetera. A business committee was formed that was composed of the business people in the community. We formed a human services committee that included all of the various human services agencies, and we had a planning committee that included the planners from the various local communities.

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Those four committees met together and planned for their specific areas. The chairmen of those committees would go back to the original committee and report to them the things that they felt were most important to their particular committee. By so doing, we felt that we were covering any area of impact that might arise.

That was the original organization and it worked very well. It evolved into a different organization, which we now call the Human Services Commission. The Human Services Commission, out of all of the human services kinds of committees, was one of the subcommittees planned for transients. They reported back to the original Human Services Commission who would then coordinate all of the activities.

We were careful in our Transient Committee to categorize those individuals, as Roger said they did in Parachute. They had three kinds of transients. We broke them out in a similar manner. We tried to build a flowchart of the kind of procedures we did.

In the process of developing the MICA Council and the Human Services Commission, we found a tremendous overlap and a coming together of groups that traditionally have not really worked together. We now have police departments that traditionally had never been involved with other groups and organizations who are willing to work with human services agencies and with the local governments and various church organizations. We said, "It's worth our while to invest in trying to coordinate all of the activities."

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First, we have screening. The screening was done primarily by the police departments since they saw the transients or indigents first. They would pick them up for one reason or another, being vagrants or for camping out in some field for many, many days or having numerous complaints by the citizens for one thing or another. This would bring them into view of the Police Department.

In this screening process, we had several written agreements. We tried to make a distinction here whether these individuals were transient or whether they were indigent because we treated the two groups differently. Not that we weren't kind to transients, but we felt that the indigent -- well first, let's define who we're talking about here. An indigent individual, in our minds, was someone similar to the "Okie" that Roger was talking about. This is someone who is down on his luck. These are really good people primarily down on their luck that have lost their jobs in the steel mills back East. They have made the decision to move out here and want to stay and do something about their lives. These are people who are usually hard workers and have had a history of jobs for long periods of time but for one reason or another, because of the recession, have lost their job or wanted to change their employment.

We will do everything we can to try to get them employed. If they're broke and found to be an indigent individual after a screening, we would put them in contact with the local Mormon stake president, who would put them to work on what they call the stake welfare farm. Or we'd put them in contact with one of the other churches that had a pool of employers who would hire people on a temporary basis. They would provide a temporary job for them and help them with food and other kinds of things.

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Now you'll notice the two contract agreements. The first one is a contract agreement that is signed by the local Church Council members in connection with Social Services, the Sheriff's Department, and the Delta City Police Department. It is just an agreement as to the process that we'll go through. The contract you use may not say these kind of things. But it was an agreement that we will support each other in whatever decision is made. If the local Council of Churches says, "We believe this person to be an indigent," then the local Police Department would say, "Okay." Social Services would say, "Okay, we agree with you."

If Social Services made the decision that this person is a transient then the rest of us would say, "Okay, we'll support you. That's what they are," and we'll try to move them along. We'll try to get them on down the road. We'll try to give them a bus ticket. We'll try doing whatever is necessary.

We established certain priorities. There are certain people in our mind that were more important. Single women with children and families with young children were more important in terms of shelter and care than was a single male adult. We took some fairly hard line stances, but we did not have the resources to take care of all people on a continuing basis if they came into our area.

Furthermore, we had to make a decision that we needed to coordinate everybody who came in for help. So we had another step after the screening that involved a central coordinator. Now that person or

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persons reviewed everyone who was deemed to be transient or an indigent in the area. Then they would say, "Okay, you need to go see the Council of Churches over here," and they would then give them a referral form that said, "Okay, we'll allow you to have some food and those kinds of things."

Whichever church group they went to, the church group would ask if they had a referral form and if they did not, they would not give them the services. They did that so that these individuals didn't bleed all of the services that were available in the community. We found scores of people who were going from churches to Social Services and to the government, county, and town agencies and would take what they could get from each one of them. There was never any cooperation or coordination among these agencies.

Once these agency-hopping people had been identified, the police departments were informed about these people -- who they were, where they had already sought assistance, and what kind(s) of services they were currently being provided.

The other contract agreement outlines procedures for coordinating people between the various county agencies. You have District 4, Delta City, Fillmore City, Millard County Commission and the Utah State Social Services. Initially, there was some disagreement. Nobody understood what Social Services was doing. They didn't understand their rules and regulations for giving out funds. I would say that's probably true in most areas. We really don't understand who gets funding and why.



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We tried to educate people as to who got the funding. We outlined the screening process and how transients were defined. Then we would screen them according to this contract. Do they have any money? Do they have anybody they can call? Do they have credit cards? Can any friends or relatives be identified who the transient could contact for help? Can present or past employers provide any assistance? Do the transients have contacts or can they contact the church for help?

These screening devices were how Social Services screened people. So we tried to use them so that the money was disbursed consistently among the various agencies in the various areas. That was the reason we included it in an agreement between the various agencies. You get them to sign their name on the dotted line. They have then agreed that this may be the best way to handle the process.

We're out of time for the session. Any questions?

UNIDENTIFIED SPEAKER: When the Human Services Commission was established, was that a decision-making body or an advisory body?

MR. MOODY: Yes, it was an advisory board that was formed under the direction of the County Commission. We persuaded the Commission to announce publicly that they were forming the Human Service Commission to advise them on any kind of human services problem. "They are our ears and they will tell us what to do in the human services area." That gave us some power to carry out some of the programs. People realized they had somebody who had the ear of the Commissioners in solving these problems.

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UNIDENTIFIED SPEAKER: Was that problem then viewed as another layer of bureaucracy or did you run into difficulties with that?

MR. MOODY: We haven't yet, but we've tried to keep it as an advisory body. We have a very large mailing list on our Human Services Commission, and we mail out the minutes and the upcoming agendas and the various things that we're going to talk about to anybody who deals with human services including the churches, the Police Department, the Commissioners. We tell people we don't make the decisions; we just advise.

UNIDENTIFIED SPEAKER: Has the Human Services Commission now taken over responsibility for the entire community, or was it primarily focused on newcomers? In particular, the screening process, was that given to everybody who went after human services from that point on or was it only focused on the new people?

MR. MOODY: The screening process is essentially for the new people that come into the area. We run the people through the national crime computers. It is surprising how many people fall out at that point. They don't want to be held over at the transient centers while they're being screened.

We did this to protect our people. If they came in here as an indigent and said, "We want jobs, we want to stay awhile," we said, "All right, you've got to be screened through the national police computers." This protects those people who might be employing them.

UNIDENTIFIED SPEAKER: You didn't have any legal problems with that?

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MR. MOODY: None so far. Most people can be screened pretty easily. If they refuse to be screened, it's surprising how many of them don't come back. That policy alone has cut out numerous people.

UNIDENTIFIED SPEAKER: I bet it did.

MR. MOODY: It's been a good policy for us. But it has taken an abundance of cooperation with the police departments, and we work very closely with them. We try to work very closely with all of the agencies. There is countless interagency communication going on. We try to educate the Police Department about the problems that we have, and they're educating us as to the problems that they have so that we understand who's doing what to whom and why.

UNIDENTIFIED SPEAKER: I have a question that I'd like to direct to all of you. A really important part, I think, in planning for transients is being able to get the best idea we can on how many transients we may be seeing. As we all know, that's very difficult to estimate.

But based on your experiences and based on the breakdown that Roger gave Steve, I was wondering if you could flip to the page describing the Okies and boom followers. Can we break down those categories to get some estimate of how many people may be coming through Cheyenne so that we can determine how to allocate our resources. It's a major difference if we have 324 people coming through versus 1,500, and I was just thinking in terms of each of these categories. We've heard from a gentleman back here that already people in the Midwest are planning on coming as soon as jobs are open. Publicity on the project is major, as

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Marilee was saying. There's already advertising starting, which will attract not only the Okie category but also the boom followers, especially since there are few projects proposed anywhere in the Rockies now and most people in boom situations come from nearby, surrounding states generally.

But in this case, it sounds like there's not only going to be a high influx from nearby states of the boom followers looking for jobs, but also a more national collection of people based on the wide publicity that's going on.

I'm just wondering what your opinion is in terms of how many transients may be coming through Cheyenne. URS-Berger came up with 10 percent figures but considering this breakdown, it seems to me that there may be much higher figures than that in terms of the reality of the transient situation.

MR. MOODY: I have to agree with what Roger said, and that was it depends on a large extent what happens on the East Coast, what happens to the economy next year, how much publicity you get on the project, and how much shelter you have here and how good it is. If you have a really good shelter here for transients and they can stay six or seven days, I guarantee your numbers are going to go up.

MR. LUDWIG: The only other thing to add is that it's going to be seasonal. I described these 350 people camped on the hills. We had a very late fall that year, and they were camped through October and November and the nights were starting to freeze. Sometime in the middle of November, one night 2 feet of snow came down and there wasn't a transient in Garfield County. Within three or four days, they were gone.

In the wintertime, some of your shelter needs might increase. There is no reason at all that people, even families, can't camp by their car or in their RV or whatever during July, August, and September. But come winter, you've got plenty of concerns about the health and safety of women and children and perhaps some of the men. You want to come up with a policy so the number of transients will be far less in the winter because the shelter services you provide may be more necessary in the winter and less in the summer. In the summer, you're doing perhaps more fieldwork if you do anything at all, rather than an information referral center.

I don't think there's any way of estimating the numbers. I think the numbers Don gave probably are well within the ball park and are something that should be considered. Human resources should be prepared to deal with any of those plans once trends start developing. But I don't think there's any way to predict it.

MS. FLETCHER: I agree with what's been said. I think one of the key details when you're in the process of establishing those kind of relationships is the need to pick the plan(s) that is(are) appropriate.

We didn't have a really terrific plan, but we set up the mechanism such that you knew who to go to. There was an ongoing communication flow and no matter what happened, you could pick amongst the alternatives that had already come up or select another one. You can build a system to respond to whatever happens if you establish those communication links, and that's real crucial.

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MR. MOODY: We didn't know how many transients we were going to have. We didn't know how big the project was going to be. They said the maximum number in the beginning would be maybe 3,000 employees. It's now over 4,000. It could go to 4,500 before it peaks out. When the system is in place and the flow is all there, then you can usually handle it. I agree totally with that.

MR. BARTENHAGEN: The purpose of the next panel is to get some idea of what local resources are already available and how the transient services network in Cheyenne works. On this panel we have Virginia Sellner from COMEA Shelter, Gary Maier and Rich Davin from the State of Wyoming, Community Programs Division, and Lieutenant Pack from the Cheyenne Police Department. We will start with Virginia Sellner.

MRS. SELLNER: I found the first part very interesting and very helpful. COMEA stands for Cooperative Ministry for Emergency Assistance and has been in existence since 1965. It was originally started by Father Todd because the downtown churches were having an influx of transients.

They discovered somewhere along the line, probably in one of their ministerial meetings, that transients were going to every church in town and getting the same type of service and for all intents and purposes, spending their vacation in Cheyenne, Wyoming.

So they formed COMEA, and in the beginning it was an informal group that met whenever they felt the need. It was made up of ministers from the downtown churches, all the helping agencies: Welfare, Needs, Inc., Salvation Army, law enforcement agencies, hospitals, mental health

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centers, and probably some other agencies I'm leaving out. Basically, it dealt with churches and agencies that would have contact with transients. They would periodically meet to see what the needs were and how they could improve the situation. The screening was done through the Salvation Army. Everybody was channeled through Salvation Army for their services.

The funds for gasoline came to COMEA from the churches. They now go to the Salvation Army for gasoline but COMEA is paying the bill.

I'm not sure in the beginning just what transient services were provided, whether they were put up with housing and food and everything, but I think there probably were services for both families and singles. Over the years, because of the changes in the economy and different things, the resources for singles have sort of gone downhill and the Salvation Army is just putting up families with children in downtown hotels.

The Salvation Army opened their soup kitchen, which they still have. They feed 11:30 to noon, Monday through Friday. The families with children were taken care of first. It was felt there was still a need to take care of singles and couples without children, both men and women, particularly in the wintertime.

So a group approached COMEA in 1982 and suggested that they open a shelter for the other groups and that is how the COMEA shelter came about in December of 1982. We take singles, men or women, or couples without children.

I think after almost two years, we're beginning to realize what the difference is between a transient and an indigent. Even though we have a limit of three nights, we don't tell people that when they come. We just don't say it. We have no signs. We have nothing that says they get three nights, and if they don't ask, we don't tell them. Many of them go on in one night.

We like to be able to keep those people going. They're just really passing through, moving on after one night. But we do find we have several people that do make connections and need more than the three night limit. So if they have a referral back from Job Services or Welfare or a social worker at the hospital, or other agencies that can give us a legitimate reason for this person to still be in town, then we'll keep them.

Right now, we have two people who have permanent jobs and are waiting for their paycheck that are staying over the three night limit. Those are the only two. The rest of them are on the three nights. I know we have people that are staying three nights that probably should only be there one.

The average age of the people we have is late twenties, early thirties. The majority of them fit into the transient category, but you've still got to separate the indigents from just drifters. Then we have an almost endless number of people that come in with mental health problems. Many of these chronic transients are in that condition because of alcohol.



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We get real strict. In fact, I heard I have this reputation for being really nasty. The ones that complain about that are the ones that are playing the games and getting caught, you know, and we aren't going to let them back in. Even though they're entitled to three nights, if they cause a problem the first night, they're either thrown out that night or they're not let back in again. We have a little difficulty in being consistent, which I think in this kind of an operation is very important. But it's a little difficult when you have a staff of volunteers with two shifts every night and they're different people on every night.

I think sometimes that we have really helped enough people to know that this is something that's needed. But we have got to do a little better when deciding how to handle the people that are just doing what the gentleman said before. They're going to Canon City for four days and Rifle for three days and Cheyenne for three days and that type thing. We need to know how to deal better with that. Before we get Peacekeeper impacts, we need to know how to do better with that.

We communicate with the Salvation Army. We don't have too much communication with Needs, Inc., because they deal mostly with residents of the county. We communicate with Welfare. We also communicate with Job Services. They're not allowed to bring a referral in at night.

There are some people we had the first night we were open and if we hadn't limited them, they'd still be here two years later. We have to be careful with that. But, basically, what we do is give them up to three nights lodging.

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We don't serve meals as such. We have a snack and a soup pot because we discovered there are many people that don't get to town until after the Salvation Army has served, particularly now that they're only serving the one meal a day. We felt that we should give them something more than cookies and coffee. We don't give it to anybody except those who are staying the night. We have people wander in and want to eat, but we don't feed them.

We give them referrals to the Salvation Army, or Needs, Inc., for clothing, or to Job Services. Once in awhile, we have somebody that really fits into Welfare's category and can be referred over there. We refer them to drug and alcohol programs if that seems necessary.

Right now, I think the Salvation Army is still putting up families with children in hotels. They have a *one-night* limit on that and their feeding, and if Needs, Inc., doesn't have clothing for a person, then the Salvation Army will try to find some for them.

So maybe you have some questions.

UNIDENTIFIED SPEAKER: My concern with COMEA, and it's just a wonderful agency and I use it a great deal, is where does the money come from? I wonder if it's enough to cover your needs.

MRS. SELLNER: How did I leave that out? We're funded by the United Way, the city and county, and donations from individual churches and organizations in town.

The city and the county pay our rent. Each pays half. We'll start getting our United Way appropriation in 1985 and the rest is filled in by other groups. We go down to the bottom of the bank account at the

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end of the month after we pay all our bills. When donations and rent money comes in, we can take care of the next month. But we don't have an excess of money at any time.

We reimburse the Salvation Army for gasoline. That's their line of work and it was easier.

UNIDENTIFIED SPEAKER: How many people do you turn away because you don't have room?

MRS. SELLNER: We have never turned anyone away because we don't have room. We can take maybe 35. The most we've had is 32. We average 15.

UNIDENTIFIED SPEAKER: Do you know what the Salvation Army's capacity is? How many families can they house?

MRS. SELLNER: The Salvation Army puts them up in a downtown hotel. They don't put them up in their building. I think it depends on the funding and the room at the hotel, too.

UNIDENTIFIED SPEAKER: Why don't you work together? If they're putting them up in a hotel and paying for that, and you're already paying for a facility, why are you not working together?

MRS. SELLNER: Well, that's a good question.

UNIDENTIFIED SPEAKER: I think there is a misunderstanding. If it's a family with children, they go to the hotel and stay overnight. If it's a single, able-bodied adult, they go to the community shelter for up to three days.

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MRS. SELLNER: We're not housing the same kinds of people. The Salvation Army is no longer housing singles. The only people that were being housed before we opened the shelter were families with children. There was a definite need to serve some people, but maybe not others. There are some people that would have really been in a lot of trouble if we hadn't been there and been able to put them up and house them until they got paid, or when they arrived too early for their VA alcohol treatment program. Those people would have been out on the street. They would not have gotten to the VA program. The man would have lost his job because he wasn't able to work if he was ill. He would be unable to be in good enough shape to go to work. He wouldn't have the proper kind of rest. He couldn't take a shower. He couldn't do this, that, or the other.

This was a need that was not being met in Cheyenne. We do work together with them. You know, we're part of each other's organization. Actually, I'm on their board. The Captain's on our board and we're always in communication.

Was there anything else?

MR. BARTENHAGEN: Thank you, Virginia.

Next will be Lieutenant Pack from the Cheyenne Police Department to speak about how the police force is dealing with the transient population, the types of people they run into, and possibly, how they could fit into a future transient management plan.

LIEUTENANT PACK: Thank you.

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Basically what I want to talk about is the Police Department's role in the problems that we're going to have. First of all, the Police Department is primarily a service-oriented organization for the populace of Cheyenne. We have limited facilities. Everyone knows the transients that reside at our facility are there because they've committed some type of crime. We have absolutely no facilities for handling other transient or indigent persons.

When they come to our agency, we act strictly as a referral service. I think one of the things that's good about this meeting is that maybe we can realize some of the problems we have in the area of making referrals. One of those problems is that many of the officers, we're dealing with 85 commissioned officers in the Cheyenne Police Department, may not be clearly aware of where they ought to send someone. We have, at times, been confused in that area. We normally refer someone to the Salvation Army if they have a family, as was already talked about. We do try to help them within the limited scope of our agency and that is just referral.

We do send numerous people to the COMEA Shelter. We have people walk through the front door of the Police Station during the normal day and sometimes they're flat broke. Sometimes they're just looking for a place to stay for the night. That's about the only thing we can do with them.

We do not normally provide transportation. I know everyone's probably aware of the one-to-one car plan. While we have sufficient police cars running around, those police cars were never meant to be a

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taxi service except in the conduct of our normal business, which is arresting people or traffic control, and so forth. So as a general rule, we will not transport someone to one of these organizations. We do make exceptions based on needs, our needs as well as their needs. If it happens to be a January day, 20 below zero, we will normally provide transportation for a family to the Salvation Army or for a single person to the COMEA Shelter. If it's June, July, August, or otherwise warm months, we probably would not do that.

We don't really anticipate any changes in our policy with the MX coming in. We have a limited number of people available to handle the calls for service that we presently have. We have no funds available to provide any additional services in the upcoming years. I don't think that's going to change at all.

We have had excellent response from the local agencies as far as putting people up for us. Several of our calls for assistance in this area come in the middle of the night. Sometimes at three in the morning, we have to call someone from the Salvation Army, who has to call someone from Social Services and wake them up. We love doing those things because we figure if we're up, why shouldn't they be up.

This does happen quite often, and I can tell you we really have had no major problems in that area over the years so I don't think we're going to have any problems working together in the future, assuming that the MX is really going to be here. I'm still waiting. Is it really coming? I keep hearing it is and it isn't and so forth.

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I can tell you about police work as far as Cheyenne goes. The increase in major crimes was mentioned by someone in an earlier talk. There is a national trend that major crime is down. This is the case in Wyoming also. It has to do more with population changes than it has to do with actual police work.

Younger people, historically, commit the majority of the crimes. However, the calls for service that the Cheyenne Police Department receives continue to climb at a steady rate, increasing at the rate of about 8 percent per year, each year. That figures out to be about 2,000 more calls per year that the Police Department has had to handle.

We're basically doing that with the same manpower we've had for the last five to six years. So if we have a major influx of additional people, it's going to cause us some problems. We're probably going to have to do a little self-evaluation and maybe change a few things. Those are some of the things that are happening.

One of the things that may increase, which seems to be a trend in this area, is the suicide rate. Transient people aren't necessarily the people who do that. For the most part, they have been local people. But I think something we might want to look at in the future is providing a service in the area of suicide prevention when dealing with transient people. They have got this one group here we're talking about, the Okies. I think we've all met them. We had countless of them over the last two decades when the other missile systems came in. They're good people. He's provided for his family his entire life and now, suddenly, he can't provide for them anymore and he seeks one alternative, and

that's to eliminate his life. That's what we want to try to avoid. That's one area I think we might want to consider in our program.

Alcohol abuse was mentioned earlier in the Alaska discussion. As I recall, Alaska has the highest consumption rate per capita of any state in the United States, and I think Wyoming is something like third. So we already have those problems, which be nothing new to us. It's here and it's going to continue. I think everyone's aware that law enforcement and the state are working extensively on drunk drivers and alcohol-related crimes. I can assure you that alcohol arrests are up immensely in the state. We have an influx of people. There's too much alcohol consumption. Our calls for service are probably going to increase, but we're going to do our best to arrest them and take them off the roads. They kill entirely too many people out there.

Same with drugs. If we have the transient people who have a tendency to maybe be a little more into the drugs than some of the local people, that may create a few problems for us. But I think we can handle that area.

We've already had a kind of chronic transient group here. I think everybody has seen them during the summer. When Frontier Days rolls in, they come in to work the carnival. That's why the shelters close during Frontier Days, so they don't have to worry. We have to worry about it because they're sleeping everywhere.

We do have that problem on a continuing basis, and I think we're just going to have to prepare ourselves more for a larger influx of this problem. I think right now, we are probably operating close to our capacity so we'll probably have to be thinking in that area.



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I talked to Chief Rookstool. I'm sure everyone knows him. He's Chief of Police in Cheyenne. I told him I had to give a little talk on what we were going to do about the transient problem that we anticipated with the MX coming in, and it's amazing. His response was very similar to what I've already heard. He said, "We'll encourage them to go somewhere else."

That's kind of what we've done in the past. We try to do it in a polite manner. We do advise people where Colorado is located. We give them directions. Sometimes, we even take them out to the interstate and happily send them on their way. Unfortunately, someone does the same thing to us. Laramie, Wyoming, is a good one for that. We get many people with a bus ticket from Laramie to Cheyenne.

It's just something that's here, and I think it's something that we'll face together. I don't think it's something that's beyond the scope of our capabilities. We've handled these problems in the past. We'll handle them in the future. I do think, however, that this organization, if we can get it going, can plan the future and if we do have problems, it won't be quite so difficult to handle.

Does anyone have any questions they'd like to ask? Yes.

UNIDENTIFIED SPEAKER: Just one. One of the gentlemen alluded to using the computer to detect people that have a problem. Would this checking up on people impact on your system?

LIEUTENANT PACK: Yes, it would. I heard that mentioned, and I immediately went into shock. We do have a NCIC line, which stands for National Crime Information Center. It is used extensively by the Police Department. It's tied into a computer that is also used by the state.

If we want to run a license check on someone, it all comes through the same computer. That computer is going almost 24 hours a day, either with inquiries or putting out information.

This is something that would really have to be plan for if we want to get into running checks. We'd have to set up some kind of controls. We do not run NCIC for the average citizen. If your friend comes to visit and you think he's wanted in California and you call us up to run an NCIC, chances are we will not do that. We would have to have some type of a roster of who would be calling us, and we would have to verify that information. Verification of who needs the information and for what reason has to do with the Privacy Act and so forth. We cannot release information to the general public. Casper did that and they're being sued, so we'll avoid that. This is something we can work out, but it would probably be a budgetary item. There would have to be some funds, somewhere, to expand the computer capability of our department.

I might add, we have Deputy Marzluf from the Sheriff's Office with us today, and we do work together. We have the same problems. I've talked to him quite a bit. It's amazing how similar some of these problems are. If he wants to add anything, I'd be glad to let him bring it up.

LIEUTENANT MARZLUF: No, we run into the same problems you do.

LIEUTENANT PACK: One of the main problems for the Police Department and Sheriff's Office that I've been talking about is manpower. We might be able to use a few of these Okies, good hard working people looking for a job. We seem to be always hiring police officers due to

retirement or going on to better jobs or getting fired or whatever. But we may be able to absorb a few of those transient people and put them to good use.

UNIDENTIFIED SPEAKER: Does the Sheriff's Office use your NCIC?

LIEUTENANT PACK: No.

UNIDENTIFIED SPEAKER: Do they have their own?

LIEUTENANT PACK: They have their own computers. We have a large number of people working that computer always. We are computerized; our records and everything is computerized, and we are working at the maximum level because as soon as we expand the computers, we put in new programs and then we have to expand again.

Anyone else have any questions? Yes.

UNIDENTIFIED SPEAKER: I just want to make a comment. I worked with the COMEA Program. In fact, I set it up in 1965. I can remember in years past when the Police Department did the screening for us. That was back at the time when they could put people in the jail and they did that. Transients were put into a cell if there was one available, and they stayed there. Well, all of that changed with some federal regulations and statutes and they were not allowed to do that anymore.

I was real interested in hearing the comments from one of the gentlemen this morning about the procedure of screening used in Utah. When we had talked about that here in Wyoming we ran into some horrendous federal and state statute limitations about doing that, about privacy, and a whole bunch of things. I'll be interested today to see if we can get some clear information on that because the Police and the Sheriff's

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Departments have worked with COMEA over the years. The system we have right now I think is working quite well. But I would be interested as to whether or not we'd even be allowed to pursue this screening that they were talking about earlier if we're going to have 65,000 people here.

LIEUTENANT PACK: I think we might be able to do that. We could come up with some form to screen the individual before he would be allowed to in-process through our system and he would have to agree to a check. That's why we have to have their permission.

As everyone's probably familiar with case law over the last few years, we cannot just stop an individual on the street and say, "Give me your driver's license," and run an NCIC or a criminal history check. We have to have something called probable cause -- reasonable suspicion.

Most people are fairly cooperative that way. But if he's wanted, the chances are he's not going to be cooperative so that is one of the problems we have to address. I think we would have to have someone in the legal area to help us work up something that would authorize permission.

UNIDENTIFIED SPEAKER: I think one of the points is that with their permission these NCIC checks are run. If they don't want to give their permission, why that just tells us . . . .

LIEUTENANT PACK: That eliminates them from the services and they go on their way.

UNIDENTIFIED SPEAKER: Could your computer handle those checks if the people give their permission? Say there are 3 percent that do not give their permission. Is your computer set up so you can make 65,000 checks?

LIEUTENANT PACK: The computer itself can handle these requests. It's the people. I mean only one person can make entries into the computer, but we enter in ten people in one run. It will come back (if it's working properly) with our new computer system in 5 seconds. So we're talking about a small amount of time. Of course, they don't always work like that.

But our problem is freeing someone to enter the information and then to report back. We would probably have to make it separate from the communication section because the person who operates that computer also operates the radio to talk to the officers. They also answer a series of four telephones plus all the alarm boards for the alarms. We normally have two people; but if things are going normally, particularly during the summer months, those two people are always busy.

UNIDENTIFIED SPEAKER: I was going to say I work in Wheatland and the policy there is to check out all transients through NCIC. We just send them over to be checked out and about 10 percent don't bother to go get checked out. So we don't know what happens.

LIEUTENANT PACK: It's probably that this 10 percent was wanted somewhere. We like to get these people if we can.

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UNIDENTIFIED SPEAKER: I'm a little concerned. You made a comment that major crime has decreased. I don't argue that but with something like MX, if I understand the impact correctly, we're going to be looking at a large number of people who are in the high crime age group (mid-twenties, late twenties). So wouldn't you anticipate an increase in major crime with the transient population impact of MX?

LIEUTENANT PACK: Yes, I think we could. What I was basing it on is what is happening right now. I don't think it's going to be a significant amount to cause us great concern like our homicide rate, which is a great concern to everyone and varies from zero to a high, I believe of, four people. We wouldn't want one more homicide. But what probably will go up are some of the crimes against persons such as assaults because of alcohol.

I think Gillette found that out. When they were having their boom, they had a profusion of what we classify as disturbance calls that turned into assaults. I would expect those kinds of crimes probably to increase considerably.

Hopefully, robbery and larcenies would not increase too much if those coming in are gainfully employed. If we have a large transient problem, that may change. But Cheyenne has a fairly good reputation for nabbing armed robbers and surprisingly enough, that reputation gets around. Our armed robbery rate is really low for a city this size; we hope to keep it that way.

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I don't think it's going to be such a significant amount that it's going to cause us to have to go into some new operation or something to counteract it.

UNIDENTIFIED SPEAKER: What about alcohol-related rape, incest, and family violence that is going to be . . . .

LIEUTENANT PACK: That's under the heading of assaults. That is . . . I think everybody knows that child abuse and sexual assault reporting is up in Cheyenne. We have two people who work just those types of cases, and I'm not so sure that the number of them has increased as much as the reporting of that number has increased. I'm not an expert in that area. We have an Officer named Donna Riekens who is, skilled and proficient in these areas. She could probably tell about those trends. I think that it is in the transient-type population where you have the stresses of no job and no money that those kind of things go up because that is an outlet for frustration. And yes, we can anticipate crimes against persons to go up.

MR. BARTENHAGEN: Thank you very much. Next we have Gary Maier from the Division of Community Programs, the State of Wyoming. This organization has helped various communities around the state of Wyoming in setting up programs to deal with transients.

I understand they have some funding available for programs. Information on these programs should be helpful to the group assembled here today.

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MR. MAIER: I'm not going to talk very much about the transient situation in Cheyenne because I don't know that much about it. There are people here who deal with it on a day-to-day basis, and they would be better able to talk about it.

Briefly, what I wanted to do was mention that when I was with the Governor's Office, I dealt with roughly half of the suddenly impacted communities in Wyoming: Gillette, Rock Springs, Casper, Kemmerer, Evanston, and so on. I don't want to go into all of those, although I will if you ask some questions. There are a few things that I found after working with those communities that were really commonalities. After that, Rich and I want to talk about a project that we're doing that is basically a comprehensive community resource directory in Laramie County. It should be done in a week and it relates to the Human Services Task Force and what we're all doing.

It's been my experience from working with the impacted communities in Wyoming that there are two or three things that go right in line with with what Rick was saying. First, I like what he was saying about being realistic. Every community in Wyoming that has had some kind of an impact has tried to deal with the transient, the indigent, that whole area. All of them had some way of discouraging people to get there, magazines, newspapers, the whole thing. None of them really worked. I have copies in my desk of some of the things that people in Evanston put out, mailed them all over the world, saying, "Don't come here." Time Magazine had an article about Evanston. More people came there. I don't know if that was coincidental or what. But what I'm saying, that's the realistic thing. They're going to come.



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I guess this is just my observation, but you know, we Americans are mobile people. We think if there's a job 2,000 miles away, we're going to go. I would. I'm just saying it's going to happen. I'm not trying to be negative, but I think that's going to happen.

I like what Rick said about the fact that nobody knows how many people are coming. That's true. I don't think it's such a big thing that your estimates are off. I'm not that alarmed about it. I have found that the human services system through the State, particularly Laramie County, is a system working in a reactionary manner. I don't know what we could do with some decent planning behind us. You know, that's their forté.

I think we have an excellent network of human services agencies in Laramie County. I'm talking about from the Police to shelters to the whole thing, and I'm not that alarmed if we're a little off on our planning because I think it's going to get done. I think we're going about it in a reasonable manner. I don't see any big problem there. Some of you may take exception to that.

I think another advantage we have here, although we've never had an impact in this state to a city as large as Cheyenne, is that we probably have at least 20 percent of the entire state's resources in this county. We've got several advantages over Evanston and all those other smaller communities.

Other than being realistic, I wanted to talk briefly about getting groups together and communicating with each other. There are some communities in Wyoming that went through without any kind planning

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of the mechanism together. I'm not talking about housing systems in place. I'm talking about people getting together and saying, "Hey, I'm from DPASS," and "I'm from so and so shelter," and "I'm from here." Many people didn't do that.

I think people take that for granted, and I think we're off to a good start in this community. People are at least getting together, and I think that's the key. I'm glad the Police are here.

The primary leader in the whole movement in Evanston as far as impact issues is the Evanston Police Department. From the onset they were heavily involved, and they are among the leaders of what's going on there.

I just wanted to reiterate what the other speakers said that I found to be true, at least in the Wyoming impacted communities. I don't want to go on and on about those other communities, but if you have any questions, I'd be glad to answer them after we talk about the resource directory that we are doing.

MR. DAVIN: I have to start out by agreeing with Gary. I think we've got great cooperation here. I think that's the real key. The Human Services Commission that Rick Moody mentioned, I think, serves a good function. Whether we ever decide to go with that idea, I suppose, is irrelevant. The idea that if we cooperate and agree on a process to adopt to handle not only the transient situation but that the people who are coming here with their families with jobs in the area, may also have problems. Transients are certainly not the only people that drink and use drugs and get in fights and beat their kids.

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This is a transient workshop so I decided that I better not get involved in too much of what we might see from the folks who are coming here to work. If we choose to cooperate, which it appears that we have, that's the key. What the organization looks like, whether we call it coordinating council, activation committee, mitigation planning resource board and coalition to everything that begins with the letter H, it doesn't make any difference. I think the fact we've all agreed to cooperate is the key.

Now I'm also proud to say I think we've already adopted some of the ideas in our county, which some of the fine speakers here today mentioned earlier. Particularly, we have a human services planning group that Jane Dorn, I believe, is heading up in cooperation with the Regional Planning Office. So we have a system like that in place.

Secondly, the project that I'm involved in is a resource directory similar to the one Marilee Fletcher mentioned. I'll talk a little about the directory since that was my task. I suppose that just for the heck of it I could ask a few people just to take a wild guess at how many human service agencies exist currently in Laramie County. Does anyone want to take a shot at this? A little test here.

UNIDENTIFIED SPEAKER: Seventy-five.

UNIDENTIFIED SPEAKER: Five hundred.

MR. DAVIN: We're talking, it's bigger than a breadbox and smaller than a Toyota. Actually, it's closer to a Toyota. We have identified almost 400 distinct services and agencies in Cheyenne. That came from about 17 different lists that we gathered from Community

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Action, from all the state agencies, DPASS, medical services, Division of Community Programs, church organizations, et cetera.

We also looked at agencies that were not strictly remedial agencies or crisis-oriented agencies. What the transient population is going to consult the most are those feeding programs, monetary helping agencies, clothing, shelter, et cetera. But we've already understood through the dissecting of the incoming population and the boom towners, et cetera, there are services that we provide that are not necessarily crisis services. We have recreation and culture and entertainment and those sorts of things, and we felt that was very important. Those are, in fact, human service agencies.

Essentially, we're not only going to be accommodating the destitute, I suggest. We're going to be accommodating people who are coming or moving into our community (at least for a little while) and who need to understand the good things that happen here so that's the function of the directory. We started approaching 390 to 400 because we included several of those areas like parks and recreation, the Civic Center, Choral Society, some of those kinds of things that are very, very much human services agencies.

One of the things we decided we needed to do was take some of the larger agencies and dissect them. DPASS, is the best example. Ralph McConahy over there does everything. He's told me that a number of times. I didn't believe him until I started looking through these agencies.

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When you turn around and refer something to DPASS what does that mean? What are we doing? Most people identify DPASS with food and AFDC and such. I think Ralph had some . . . what was it . . . twenty-three or twenty-four different services.

Did you know you had that many services, Ralph?

UNIDENTIFIED SPEAKER: Yes.

MR. DAVIN: Okay. Child Protection, Special Services, General Assistance, all of those are dissected from those larger agencies and that made our total. We dissected health and medical services to talk about women, infants and children, dental hygiene, public health, and so on. So we avoided reporting a service agency as DPASS by itself.

When Gary gets finished typing them out, our plan is to take this directory and index and cross-reference it so we will have the agencies in Cheyenne and services in Cheyenne that we've identified alphabetically. Then we will associate them by category of agencies. For example, children's services, youth services, recreational services, emergency transportation, financial, legal. I didn't know about all those services before. So we've cross-referenced it so that if you want Southeast Wyoming Mental Health Center, it will be cross-referenced to mental health, to drug and alcohol abuse, to emergency psychiatric care, et cetera.

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Then, conversely, we're going to take them by categories and say food services, shelter services, emergency services, cross that with the names of the programs that offer that service.

The third item that we will be involved with is to show you where it is located in this directory. We have not chosen to put Southeast Mental Health Center in that directory in seven places. If we did, we would take DPASS and put them in 23 places and we would have a book that would need one of those defense trucks to deliver.

So, what we're going to do is just identify under what category, what page, et cetera, it is located in the directory. We think it will help a lot. We're going to offer it to the City of Cheyenne and Laramie County as a public service by the Division of Community Programs.

Now, our plan is to have it printed. We're not sure where all the money is going to come from initially, but we're going to have it printed so every person who is listed in the directory will get a copy.

Then, after we decide to print it up, we will divide it into key areas: the DPASS office, the bus station, the Police Station, the shelters, wherever, will depend on a number of things.

Gary just brought up an interesting point. I need to explain what is on that particular information sheet. We've limited each program's information as best as possible to one sheet. The top of it has identification information; for example, the name, location, telephone number, a contact person who you can get hold of, whether it's a public agency or a private agency.

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Then there's a section that identifies the general client load that's associated with this organization. For instance, is it young people? Is it old people? Is it female? Is it male? Is it transient folks? Is it mental health folks? Then there's an eligibility section that says what is available, who is eligible, what are the costs. There's a great deal of information on each one of them. It's a starting point where somebody can open up the book and say I'm looking for some free food and I can look under the food section and, hopefully, if we've done our job correctly, they would probably go to the Barrett Building to get food, I guess.

That's what I have to say about the directory. Again, it's not dedicated only to transient services or to remedial crises sorts of services.

In parting, I would like to suggest that we need to take a proactive sort of approach to this idea. I think that's what some other cities have failed to do for a variety of reasons. They didn't have the money; they didn't have the knowledge; they didn't have the experience; or whatever. But I think we do.

I think we need to be aware that newcomers to our county and to our town are not going to take away from us and they're not going to injure our quality of life. I think that's a possibility if we're not doing our work. But let's not indict those folks before they get here. It's very important, I think, that we take advantage of whatever skills and interests and knowledge that they may bring with them and can offer us. Let's not assume they don't have anything to offer because I think they do.

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I have seen communities where they have automatically assumed that we're going to need more EMT's, more nurses, more school teachers and the county and the city are going to have to provide that. But what they found very clearly in some cases was that some of the families of the workers who came during a boom had wives, daughters, and sons who were qualified as teachers and as substitute teachers. Many of those folks came and volunteered to help you take care of exactly the things that we're saying we don't have enough of and we don't have money.

By cooperating and taking a positive approach to this whole thing, I think we're going to come out way ahead. I think we need to thoroughly analyze this matter before we take any stands about who these people are and what's going to happen to us as a result of it.

Questions? Thank you.

MR. BARTENHAGEN: Well, thank you, panel. You've been through quite an ordeal here this morning. We've heard many ideas here today. I imagine people are getting a little sore from sitting this long.

I just wanted a few minutes to go into my cheerleading routine here. Over and over again people have gotten up here this morning and said we have to have a plan of action. This workshop has brought together people that have experience in what areas/services are needed. We have the agencies here in the room that are going to have to participate in that plan. The Air Force is here. The Peacekeeper Working Group is in the process of developing the second year mitigation program, which will go to the Congress for funding for programs that they feel are needed to mitigate impacts.



Transient Management Workshop

I think we have identified an area where some work is going to be needed. The Police Department is doing what they can. The Sheriff's Department is at capacity. If the problems occur without additional funding, they're not going to be able to operate as efficiently as they do now.

We have identified a need for a clearinghouse to screen people. I think we've decided that people are going to be here and there are going to be problems. I think that it is imperative that this afternoon as many of you as possible show up and sit down and outline a plan of action that we can pursue. We don't have to formalize it this afternoon. But we have to identify people that need to be involved.

If we miss the chance now, we're probably not going to get it again. There is plenty of room for action here and I heartily encourage you all to sit down this afternoon and at least get started in getting something together, getting some names of people that have to be involved, identify where the funding needs are going to be, and the time frame for getting this plan established.

So, at 1:30 we're going to come back. We'll be in the room next door. It's set up in an informal style over there, and the people from the panels are going to be back.

I think if we could get a good start on this, we can get some real positive things out of our afternoon together.

Proceedings concluded at  
12:05 p.m., August 30, 1984)

:LLB

## TRANSIENT WORKSHOP

### The Afternoon Session

After a lunch recess, most of those present for the morning session returned for the roundtable discussion scheduled for the afternoon. Roger Ludwig served as the facilitator for the discussion and asked that the various groups represented at the workshop break into different tables in order to assure diversity of input at each discussion group.

The groups discussed the following five questions or topics during the afternoon:

1. What transient services should the community provide in the areas of both treatment and prevention.
2. How can the community avoid duplication of transient services?
3. What policies should be implemented in the transient shelters?
4. How should the transient services be provided?
5. What should the composition of a transient services steering committee be?

After the groups had an opportunity to discuss the first question, Roger called on each table to contribute solutions or ideas which the groups came up with. The responses were recorded on large sheets or newsprint in the front of the room for easy viewing. This process continued through all five questions. Obviously, all of the responses from each group could not be recorded, but the following synopsis contains the major points that were discussed and which received the most agreement from the groups.

To the question of what transient services should be provided, the groups had a variety of responses. In addition to the expected provision of food and shelter, the groups felt that gasoline vouchers for travel out of town, emergency health care services (dental, medical), psychiatric services and transportation services within town might be provided to transients. The groups all agreed that the idea of a central clearinghouse would be to provide formal screening for transients seeking services. This center should also provide good, up-to-date information and referrals to any newcomers to the community about housing, employment, and the availability of human services. An information card for each transient was suggested, to record each referral in an effort to prevent anyone from getting caught in the system. A clearinghouse might also be a good vehicle for collecting data for monitoring purposes. It was suggested that this type of facility should be open from 10 a.m. to 8:00 p.m. with an answering service after hours. Consideration should be given to a branch office in Pine Bluffs.

The second question that was discussed was how to avoid duplication of services for transients. Utilizing the card or form concept as discussed in the previous question, the groups agreed that it would be ideal to have a computer network among appropriate agencies. It was also agreed that with or without computers, an increase in telephone communication between agencies would help reduce duplication. It was also suggested that the number of agencies that provide similar services be reduced. Highly emphasized was the need for consistent policies and information exchange among agencies.

The third and fourth questions scheduled to be discussed both related to shelter policies. the groups debated the following four topics about how a shelter should be managed:

1. What people are eligible?
2. How long can they stay?
3. What additional services should be provided?
4. What follow-up, if any, should implemented?

With respect to who should be allowed to stay, the groups felt that families and singles should be provided with shelter. Those who are referred to the shelter by other agencies should be admitted, with priority going to the indigent and to newcomers who have exhausted their income traveling to Cheyenne, but who fully intend to secure employment. The chronically transient should be moved along, either by providing them with bus tickets or by doing case work and calling relatives.

As mentioned before, the shelter should screen visitors and provide referrals to the extent possible, coordinating efforts with other agencies. Another idea was to provide basic skills training, especially job-hunting skills.

In discussing length of stay, many groups felt that it depends on the person and their specific circumstances, such as the likelihood of finding a job. Recognizing that the majority of people who run into hard times would really like to make restitution, some groups felt a more flexible policy would benefit both the client and the shelter. Once a client finds a job, the client could be billed for long-term shelter services received. However, a one night/one meal policy would suggested for chronic transients.

Regarding follow-ups, the groups expressed a sense of obligation to release the transient into some type of support system. However, the groups realized that this may not be appropriate with all chronic transients.

In discussing the final topic--the composition of a transient services steering committee--it became clear that all the groups felt this was an important concept that would be followed through. The groups suggested that representatives from the following areas should be on such a

committee: D-PASS, COMEA, Salvation Army, Job Services, Public Health, Mental Health, Police/Sheriff, Community Action, Planning funding sources, churches. A list was then passed around and those present were asked to sign up if they were willing to serve on a transient services steering committee. The list contains the names of fifteen volunteers.

#### CLOSING REMARKS

To sum up the events and ideas that transpired during the day, each of the three guest speakers gave closing remarks.

Marilee Fletcher found the events of the day and the progress made so far to be very positive. She advised the group to continually monitor this progress, possibly on a three month basis. Marilee felt that perhaps this could be one role of the steering committee discussed earlier in the afternoon. She suggested that the group may want to address other problems such as how Laramie County might share its resources and information with communities in neighboring counties.

Rick Moody indicated that the group had gone through a good process, and stressed the importance of looking at where we are going as a community. He shared two adages that he felt were pertinent to this process: "You make your own luck," and "If at first you don't succeed, try, try again." Rick urged those present to examine the need of the community and to be prepared to make changes as community needs change.

Roger Ludwig agreed that the group had a good thought process going. He made two predictions for the area. First, he feels that the community will experience economic prosperity. Secondly, Roger predicts that there will be a decrease in the average age in Laramie County. It is his belief that this second factor will result in an increase in alcoholism and alcohol-related problems, an increase in violent crimes and an increase in child abuse and family violence. Roger thinks the community will be prepared to handle this change, especially with the planning already taking place.

Roger also explained that "cross-fertilization" can improve the quality of services provided and that this can be accomplished without increasing bureaucracy. In response to questions raised during the day about funding, Roger stated that he believes money is a non-issue. The issue is commitment and consensus, and money will find its way to the issue.